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PROGRESS REPORT AND LESSONS LEARNED FROM EVALUATIONS AND STUDIES IN UNICEF

SUMMARY

The present report provides an overview of some of the most important findings of UNICEF evaluations and studies over the last two years, as requested by the Executive Board in its decision 1993/5 (E/ICEF/1993/14).

The introduction is followed by a general overview of evaluation policies and strategies resulting from the recommendations of the 1992 and 1993 Executive Board sessions, as well as the recommendations of the evaluation of UNICEF carried out by the Governments of Australia, Canada, Denmark and Switzerland (E/ICEF/1993/CRP.7). It highlights the role of regional offices in the management of the evaluation function in UNICEF and the role of field offices as knowledge centres for women and children. It touches upon the coordination of evaluation functions with other United Nations agencies through the Joint Consultative Group on Policy (JCGP) (UNICEF, the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD)). It then describes some of the major tasks of UNICEF in managing its evaluation activities through reinforcing the evaluation function within the country programme cycle, the continuation of the development and promotion of the evaluation database, capacity-building activities both for UNICEF staff and for national government counterparts and efforts to enhance further essential national research for women and children.

As requested by the Executive Board, the present document also reports on progress made in improving the UNICEF evaluation information system as an integral part of overall information systems for programme planning and management.

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Finally, the report summarizes important findings and analyses of major sectoral and thematic reviews in the following areas: control of diarrhoeal diseases; the Bamako Initiative; protein-energy malnutrition information systems; emergencies; reaching the poorest; area-based programmes; children in especially difficult circumstances; community-based surveillance systems for the eradication of dracunculiasis; education in the light of follow-up to the World Conference on Education for All; water supply and environmental sanitation, with its new emphasis on hygiene education to achieve an effective health impact; and findings in the area of women's productive activities projects.

The annex to the present report provides a description by region of the outcome of lessons learned and findings in major evaluations, studies and operational research.

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I. INTRODUCTION

1. At its 1992 session, the Executive Board by decision 1992/24 (E/ICEF/1992/14) called for a number of measures to be taken to strengthen the evaluation function in UNICEF, covering the following areas: evaluation components of country programme recommendations; an enhanced evaluation database; a thematic rolling evaluation plan; collaboration with partners on evaluation and research; capacity-building and institution-strengthening; and an emphasis on Africa. At its 1993 session, in decision 1993/5, the Executive Board requested the Executive Director to include in the report on evaluation presented to the Board every two years, starting in 1994, a summary of the results of UNICEF programme and project evaluations (E/ICEF/1993/14). The Board further requested the Executive Director to present a synthesis of evaluations of UNICEF programmes and projects, by geographic region, concentrating on findings and lessons learned and measuring or describing qualitatively the degree to which outcomes have achieved the objectives of the programmes or projects as a whole. In addition, the Board requested the Executive Director to report on the status of the UNICEF evaluation information system as part of the process of reshaping overall information systems for programme planning and management. The present document addresses those issues and reports on progress made in the implementation of Executive Board decision 1992/24.

II. MANAGEMENT OF THE EVALUATION FUNCTION

2. Since the 1992 report on overall progress in the implementation of evaluation activities in UNICEF (E/ICEF/1992/L.9), the organization's policy on evaluation and research has been reformulated, based on 1992 Executive Board decision 1992/24 and the findings and recommendations emanating from the 1992 evaluation of UNICEF (E/ICEF/1993/CRP.7). In 1993, an executive directive was issued to provide guidelines on action to be taken to strengthen the management of evaluation and research functions in UNICEF.

A. UNICEF as a knowledge centre on women and children

3. The report on the evaluation of UNICEF (E/ICEF/1993/CRP.7) emphasized the need for UNICEF to develop its capacity as a learning centre on development matters concerning women and children. The capacity of UNICEF headquarters to support countries as knowledge centres on women and children has been strengthened by merging the Evaluation Office with the Research, Programme Publications and Library Section. These units are now brought together as the Evaluation and Research Office to promote the strengthening of national capacities for essential national research for children and women.

4. The Evaluation and Research Office has focused on enhancing field capacity in managing data on women and children at the country level through, inter alia, the production and continuous updating of the country situation analysis as a major source of data, better management of information from evaluation and studies and strengthening field offices to become strong partners in establishing resource centres for knowledge on women and children.

B. The role of the regional office

5. The evaluation of UNICEF also identified an important role for UNICEF regional offices in strengthening the management of the evaluation function and in systematizing the learning process at the regional level for programme and policy development. This includes the monitoring of evaluation and other research activities, the development of a regional peer review process, the creation of linkages with knowledge networks, the dissemination of evaluation and research findings and an increased role in the formulation of strategies at the regional level, as well as at subregional and country levels.

6. In 1992, the Evaluation and Research Office collaborated with the UNICEF Middle East and North Africa (MENA) Regional Office to test an external peer review process to help to improve the planning, management and use of evaluations and studies in the region. This was done by tapping a number of consultative networks of experts from within the region in the areas of maternal health, child survival and nutrition. This effort was built on a well-established regional network in the expanded programme on immunization (EPI), which had been successful in providing management tools for health managers as an integral part of sustaining EPI. The objective was to evaluate current work and build self-supporting mechanisms among those parties already involved in essential research for children and women in the region in order to strengthen regional and national capacities.

7. Also in MENA, an interdisciplinary peer review group, comprised of researchers, programme managers, medical doctors, anthropologists, measurement specialists, international non-governmental organizations (NGOs) and donor institutions, was established in the area of reproductive health. The group reviewed a selection of UNICEF evaluations and studies from the region related to women's health and maternal mortality. The peer review group also reviewed a manuscript commissioned by headquarters on maternal mortality. This effort resulted in a set of specific recommendations to guide UNICEF field offices in work in this field. A second peer review group on the control of diarrhoeal diseases (CDD) has since taken place, involving a network of experts on epidemiological measurement.

8. In 1993, all regional offices began systematically to carry out regional analytical reviews of evaluation results in order to extract findings and lessons learned and to assess projects and programmes. The results of this process are reported in the annex to the present report.

C. Evaluation and the country programme cycle

Integrated monitoring, evaluation and research plans

9. Strengthening the management of the evaluation function at the country level needs to be based upon the development of an integrated monitoring, evaluation and research plan as an essential part of the overall country programme process. In addition to properly planning and carrying out country programme evaluation activities to produce a reliable impact and process data,

these plans can contribute to a national process of identifying applied research needs and priorities for advancing the well-being of women and children.

10. The Evaluation and Research Office has been actively supporting UNICEF field offices in developing integrated monitoring, evaluation and research plans that reflect the evaluation and research needs for each sector, as well as for the country programme as a whole. In Mozambique, for example, the evaluation and research plan includes a logical framework that presents synergisms between programme areas and the indicators monitored, thereby enhancing the usefulness of data generated and providing a framework for integration (e.g., water supply, sanitation and diarrhoea).

Review of past programme experience

11. The 1992 Executive Board requested improvement in the section of country programme recommendations dealing with the past review of evaluations and their use, including the results of end-of-cycle reviews and the summary of the evaluation plan. Special efforts were made to strengthen those sections.

12. As recommended by the evaluation of UNICEF, in the course of 1993, the Evaluation and Research Office has provided support to evaluating country programmes as a whole, on a pilot basis, in Brazil, Egypt, Malawi, the Philippines and Thailand. This support was provided on an experimental basis as a learning exercise for the development of more detailed guidelines for the UNICEF Policy and Procedures Manual (Book D). Examples of the results of those country programme evaluation efforts will be made available to the 1994 Executive Board.

13. Evaluations of UNICEF five-year country programmes are based on the results of the annual, mid-term and end-of-cycle review processes. These review meetings are significant evaluative activities in the UNICEF country programme process. They provide opportunities for ensuring that all previous evaluative results are brought to bear on the design of new country programmes. The Evaluation and Research Office is collaborating with the UNICEF Programme Division and various UNICEF field offices to develop methods better to document the findings and recommendations of strategic meetings such as annual, mid-term and end-of-cycle reviews.

D. The evaluation database

14. The Evaluation and Research Office has been working with field offices to develop a system to improve the UNICEF institutional memory and evaluation management capacity by increasing the use of lessons learned. This system is dependent on the recording of results from evaluations and studies, which can then be shared through the evaluation database.

15. The evaluation database currently contains data on over 6,000 evaluations and studies in which UNICEF has been involved since 1987. It is designed to serve as a tool for strengthening the management of the evaluation and research function in UNICEF. As such, it provides UNICEF field office with a mechanism to increase the use and sharing of evaluation results; to monitor and review the

quality of evaluation activities; to ensure that recommendations from evaluation processes are retained and followed up on; to ensure that previous evaluation results are brought to bear on programme review and strategy meetings; to improve the scientific basis for advocacy; and to improve "transparency" by recording the basis for decisions made throughout the country programme.

16. In May 1993, a test edition of the evaluation database was distributed on CD-ROM to regional offices and selected field offices, in order to evaluate the format and suitability for the user. Following this, a country-specific test edition diskette was sent to all field offices to complete country-specific information regarding lessons learned and follow-up action. The first official version of the evaluation database will be distributed organization-wide on CD-ROM in 1994.

E. The status of the UNICEF programme manager system

17. The evaluation database will also be accessible through the programme manager system, which is currently being developed as the overall UNICEF information system for programme planning and management. In 1991, UNICEF initiated an effort to renew its operating systems, particularly in programme planning and monitoring. The objective of the programme manager system is to improve UNICEF capacity to support government partners in monitoring the goals established for the 1990s and to provide UNICEF offices at all levels with a computerized corporate programme planning system.

18. To date, substantial work has been carried out in identifying needs as a basis for the programme design. Over the past year, significant progress has been made in finalizing the conceptual design of the system and in bringing it to the level of application. A prototype of the programme manager system has been created and is currently being used for demonstration, consultation and discussion purposes.

F. The thematic evaluation plan

19. A thematic rolling evaluation plan is being carried out in order to guide the assessment of the principal programme areas, strategies and critical factors relevant to UNICEF collaboration and to policy and programme development. In a second stage, regional offices were asked to contribute to the thematic evaluation plan process by identifying programme areas for review specific to the unique programme experiences of each region. Critical factors assessed to date through thematic evaluation efforts include CDD, growth monitoring and promotion, emergencies, water supply and sanitation, the Programa de la región Andina de servicios basicos contra la pobreza (PROANDES) (Programme for the Andes) and projects to promote productive activities for women. Other studies in progress include a review of case-studies to identify and analyse conditions and define strategies necessary for the participation of the poorest sectors of the population in development programmes in collaboration with the International Movement ATD Fourth World, an NGO, and operational research focusing on the improvement of quality, equity of access, community participation and other issues, as described below.

G. Capacity-building

20. Over the past two years, the Evaluation and Research Office has placed a major emphasis on evaluation and research capacity-building at the country level. The Evaluation and Research Office conducted intensive training activities on low-cost essential research, evaluation methodologies and community-based impact measurement for UNICEF field office staff and government partners in 20 countries (Angola, Burundi, Chad, Ethiopia, Honduras, Liberia, Madagascar, Malawi, Mexico, Mongolia, Mozambique, Nicaragua, Niger, Rwanda, Sierra Leone, Somalia, Sudan, Thailand, Uganda and Zimbabwe). In several of those countries, the Evaluation and Research Office provided technical support to the UNICEF field office in the development and management of evaluation plans and activities. Two regional workshops, one each for Eastern and Southern Africa and for East Asia and the Pacific, were also conducted, in addition to one seminar carried out for headquarters staff.

21. In addition, intensive eight-week courses were carried out, with support from the Evaluation and Research Office, covering the theoretical and practical bases of epidemiological assessment. Two courses were offered in Mexico, in Spanish, with participants from nine countries. Another course, offered in Portuguese, took place in Mozambique and was attended by UNICEF staff and national counterparts from all five Portuguese-speaking countries in Africa.

H. Enhancing essential national research for children and women

22. To date, the most consistently applied research tool in UNICEF is the country situation analysis. Such analyses are now available in virtually all the countries for which UNICEF has a country programme of support. This basic research document is the single most accessible reference available to all agencies, institutions and individuals concerned with women's and children's issues. However, UNICEF needs to improve the quality of evaluation and other forms of research and use them more systematically. UNICEF field offices are being encouraged to identify applied research priorities based on national programmes of action so that the full power of the research/policy action process in each country is employed to achieve goals set for the year 2000.

23. UNICEF collaboration with national researchers and research organizations has increased. Many UNICEF field offices already work with universities and national agencies. In Madagascar, this collaboration involves a four-way agreement between UNICEF, the Government of Madagascar, the National University of Madagascar and Laval University, Quebec, Canada. In 1993, postgraduate students in the Master's programme in rural development at Laval University, including students from Benin, Burundi, Guinea, Mali and Zaire worked in an area-based programme under the guidance of UNICEF. Each year a cohort of students spends three months working on this project, using the material for their theses. It makes available inexpensive, relatively informed, if not yet skilled, personnel for UNICEF programmes. The initiative also provides an excellent opportunity to bring UNICEF work into an academic forum, exposing a steady flow of future managers to UNICEF's concerns and commitment.

I. Policy coordination with United Nations agencies

24. In accordance with General Assembly resolution 47/199 of 22 December 1992, UNICEF has been collaborating with other members of JCGP to respond to the request of the General Assembly to work towards reaching a "common interpretation of the programme approach, including an effective methodology for evaluation, to be applied by the United Nations system, with due regard to country specific circumstances" (resolution 47/199, para. 13). In July 1993, a report was submitted by the members of JCGP to report on progress and achievements in efforts towards harmonizing evaluation procedures among the different agencies. It was noted that there is already a substantial degree of harmony between the respective evaluation systems in terms of underlying principles, objectives, many of the instruments, definitions and products. The main differences were found in use of terminology, procedural details, emphasis and institutional framework. Further work will continue to reduce those differences and to ensure a common understanding of concepts and facilitate the sharing of information. A report on this effort will be submitted to the United Nations Secretariat by JCGP for presentation by the Secretary-General to the Economic and Social Council.

III. LESSONS LEARNED BY REGION

25. In all regions, the overall number of evaluations and studies peaked in 1990 and 1991 (see table 1). Reduced numbers in 1992 and 1993 reflect the change in emphasis from increasing the numbers of evaluations and studies undertaken to improving the quality and use of results and the reduction in project-level evaluations (especially numerous EPI coverage surveys) and a shift to programme-level evaluations.

Table 1. Number of evaluations and studies completed by region, 1990-1993 a/

	1990		1991		1992		1993	
	Evaluations	Studies	Evaluations	Studies	Evaluations	Studies	Evaluations	Studies
East Asia and the Pacific	50	74	55	87	49	35	12	15
Eastern and Southern Africa	73	146	67	129	30	31	22	81
Middle East and North Africa	52	60	21	83	41	81	19	68
South Asia	56	98	47	91	41	73	35	70
The Americas and the Caribbean	52	123	89	179	71	111	63	105
West and Central Africa	37	87	58	72	29	66	34	63
Other, interregional	2	1	4	6	6	21	0	1
Total	322	589	341	647	267	418	185	403

a/ The number of evaluations differs from data given in previous reports since new reports are received continuously by the Evaluation and Research Office for preceding years.

26. In the regional reviews of findings and lessons learned, there were several issues common to evaluations, projects and programmes. Monitoring and evaluation should be part of project/programme designs. More effective target-group analysis must be conducted in order to maximize outcome and focus intervention. Project/programme designs should be based on clear identification of the context and institutional framework (commitment, responsibilities and functions of partners). Specification of objectives and goals or expected results should be clearly defined. To ensure sustainability, attention must be paid to financial and technological feasibility, as well as to increased involvement of the community in the design, implementation and evaluation phases. There needs to be more cost-effectiveness analysis and innovation in the use of effective qualitative indicators. The annex provides brief highlights of a sample of evaluations and studies conducted in each region.

IV. LESSONS LEARNED: THEMATIC AND SECTORAL REVIEWS

27. This section describes findings of and lessons learned from studies and evaluations covering major sectors or subject areas directly related to UNICEF activities. Overall, as illustrated in table 2 below, the relative percentage distribution by subject area of evaluations has remained consistent, except for a decrease in the area of health. In the health sector, the number of evaluations has decreased, owing mainly to a drop in the number of evaluations related to universal child immunization (UCI).

Table 2. Percentage of evaluations and studies completed by major programme category, 1990-1993 a/

	1990		1991		1992		1993	
	Evaluations	Studies	Evaluations	Studies	Evaluations	Studies	Evaluations	Studies
Health	47	27	48	33	42	26	37	23
EPI	28	6	20	4	11	4	15	3
ORT	7	5	5	4	7	4	4	2
Education	16	12	14	13	18	16	18	21
Women and productive activities	2	15	5	15	15	13	11	11
Water supply and environmental sanitation	14	7	14	9	10	8	8	12
Nutrition	13	15	11	14	13	15	10	14
Communication, advocacy and social mobilization	10	6	10	9	10	8	5	6
Training	8	2	7	4	4	3	5	1
Area-based programmes	6	5	5	4	8	5	4	1
Children in especially difficult circumstances	2	7	3	9	4	12	4	6
Emergency	1	1	2	1	1	2	3	1

a/ Since some evaluations and studies are multisectoral, the total of the percentage of evaluation and study categories does not equal 100 per cent.

28. For studies, the percentage distributions are also relatively consistent, except for a steady increase in the area of education and a decrease in all health-related categories.

A. Control of diarrhoeal diseases

29. As a part of the thematic evaluation rolling plan, the Evaluation and Research Office, together with the Child Survival Unit, initiated a review of the existing literature on CDD in the last decade. This area was selected for review because it has been a major focus of UNICEF efforts in the health sector, because there is concern about continued and sustained coverage and because it is a priority objective among the set of intermediate goals to be achieved by 1995. The results of the review are being used for policy and programme formulation.

30. The review was conducted by five internationally known persons and institutions, with the participation of the World Health Organization (WHO). Five regional reports were produced, each with about 50 standard abstract sheets of reviewed literature. The lessons learned from the review have been summarized in an overview report and are being used for developing UNICEF strategies for CDD.

31. The review showed that the technical basis of the case-management strategy developed by WHO was sound. Acute watery diarrhoeas continue to be the greatest problem. The emergence of persistent diarrhoea and dysentery in some regions requires specific nutrition and antibiotic therapy in addition to oral rehydration and feeding. However, very recent evidence shows that dehydration accompanies all deaths from diarrhoea of any type, underscoring the need for a much greater emphasis on the promotion of oral rehydration salts (ORS) and oral rehydration therapy (ORT).

32. In general, the absence of rigorous and widespread data on morbidity and mortality patterns was noted, although there were several studies that documented a decrease in the proportion of severe cases presented at hospitals. Monitoring through the national CDD programme was done in only few countries, for example, Egypt and Morocco, but it did not provide data at the district level, where implementation is focused. The guidelines for monitoring the mid-decade goals, which have been distributed to field offices, incorporate these issues in community- and health facility-level indicators. UNICEF is supporting the strengthening of the district approach through comprehensive plans in training, information systems, supplies and logistics at the district level. Nigeria has taken a lead in developing such an approach.

33. Community-level information in many countries showed that the majority of people take their children outside the government system for treatment, to village healers, pharmacists and private physicians. Therefore, the monitoring guidelines now include providers beyond the government health sector. Also, noting the practice of these providers to overprescribe antibiotics, these guidelines now include an indicator on provider compliance with ORT.

34. The limited use of ORT in approximately only one third of the cases of diarrhoea only has led to the decision to promote strongly this life-saving technology as a family habit, combined with a cross-sectoral emphasis on prevention strategies such as breast-feeding, immunization against measles and sanitary practices. Among others, specific studies, in the Philippines and in Bangladesh, by the Bangladesh Rural Advancement Committee, on family-level care and on the use of appropriate fluids available in the home, have indicated the need for revised communication and health education activities addressed to a wider group of family members and promotion of the use of those fluids available in the home.

35. Finally, in Brazil, data showed that mothers could correctly prepare sugar-salt-solution (SSS) if properly taught and supported and that a larger proportion of mothers prepared SSS correctly compared to the proportion preparing ORS correctly. Based on this finding, it was decided not to discourage Governments from promoting SSS if they are already doing so, despite an earlier WHO policy to the contrary based on previous data that showed mothers preparing SSS incorrectly.

B. Bamako Initiative

36. The evaluation of the Bamako Initiative, sponsored by the Danish International Development Agency (DANIDA), the Norwegian Agency for International Development (NORAD), the Swedish International Development Authority (SIDA), the Overseas Development Administration (ODA) of the United Kingdom of Great Britain and Northern Ireland, WHO and UNICEF and presented to the Executive Board at its 1992 regular session (E/ICEF/1992/L.20), put the Initiative forward as an appropriate path towards the development of primary health care, while recommending improvements in the quality of services, affordability/pricing structures and payment mechanisms, cost-recovery and the role of communities. The Board, in decision 1992/22, urged UNICEF to undertake further field-level operations research, drawing on a range of in-country experiences, to refine the community-focused approach of the Initiative (E/ICEF/1992/14.

37. UNICEF established a programme of operations research focusing on the improvement of quality, equity in access, community participation, management of essential drugs, the motivation and performance of health workers and sustainability. After a review of research proposals by both a scientific peer group as well as by a research steering committee, 14 proposals out of 37 have been accepted for funding, covering 14 countries in sub-Saharan Africa and 2 in South-East Asia. All proposals involve a linking of research institutes with government implementing agencies and local UNICEF offices to ensure that practical approaches are followed and that results are fed immediately into the implementation of the Initiative.

38. UNICEF has gradually built up a partnership in this operations research programme. The programme has already received supplementary funds from the Governments of Norway and the United Kingdom, and a cofinancing relationship has been established with the International Development Research Centre (IDRC) in Ottawa, Canada, on proposals put forward by African research institutes. The

majority of the proposals cover from one to two years, allowing for rapid inputs into the implementation of the Initiative. It is foreseen that the research designs developed will be of relevance to many more countries than those chosen initially. Thus, over time, the scope of the research programme will be broadened in finding workable solutions for the basic constraints encountered in health systems in developing countries.

C. Protein-energy malnutrition-oriented information systems

39. Over the last three years, UNICEF has evaluated its support to nutrition information systems, based on measurement of nutritional outcomes at household and community levels (growth monitoring) as well as at regional and national levels (nutrition surveillance). Different universities, NGOs and various United Nations agencies were involved in this exercise. Reviews and field work were conducted in Africa, Asia and Latin America. The focus of the evaluation was to measure the extent to which information systems lead to positive actions for child nutrition. In programmes covering a wide geographic scope, the degree to which actions had been stimulated was disappointing. At local levels, both the resources required to train monitors and the voluntary time required by monitors to become analysts and mobilizers were found to have been underestimated. Financial resources were insufficient to train the required number of people and training curriculums were too limited. These combined problems led to low job satisfaction and poor performance. For example, coverage of target age-groups of children was rarely found to exceed 60 per cent, too little time was spent on analysis of data and there was a high drop-out rate for monitors. At national levels, nutrition surveillance relied too much on technicians specialized in the collection and manipulation of anthropometric data, which are not sufficient to stimulate nutrition-oriented actions. Other types of information, both quantitative and qualitative, that examine relationships between the underlying causes of malnutrition are also needed. A mix of different communication strategies also needs to be included as an integral part of nutrition information systems. UNICEF has been applying these lessons in almost two dozen countries over the last two years by supporting the development of capacities to service decentralized context-specific information systems that link data on nutrition outcome to information on underlying causes of malnutrition. Further efforts are being made to ensure that all countries integrate these lessons into their programmes and planning.

D. Emergencies

40. In 1991, a desktop thematic evaluation of UNICEF work in emergencies over the 10 preceding years was carried out. The first phase of the evaluation included a review of literature related to the UNICEF emergency response, looking specifically at the headquarters perspective, with focus on management issues. It was based on a large number of interviews with key staff in New York and Geneva. Several recommendations emanated from this review, leading to the establishment of a high-level task force, which made a number of decisions in terms of streamlining funding, restructuring of the headquarters Emergency Unit and clarifying relationships and responsibilities for responding to emergencies

in terms of the various divisions at headquarters locations and regional and field offices.

41. The first phase was followed by an evaluation of the emergency programme in Liberia. The impact of the programme was measured at the community level, based on an analysis of existing data, rapid assessments and community-based epidemiological studies. Emphasis was on development of measurement capacities in the four main sectors of operation: health; water supply and sanitation; education; and children in especially difficult circumstances. A parallel operations review evaluated (a) the process of priority setting; (b) the timeliness and appropriateness of supplies; (c) the timely availability of funds, including cash-in-hand for the resolution of short-term difficulties; (d) personnel and recruitment decisions; (e) support from the headquarters' Emergency Unit and Africa Section and the regional office; (f) mobility, communications and security; (g) inter-agency cooperation (including NGOs) and diplomacy; and (h) the role of and implications for surrounding countries, including the UNICEF field offices in those countries. The Liberia emergency evaluation contributed to the development of a situation analysis and the next country programme. It resulted in the development of national capacities on both sides of the conflict. In addition, the process contributed to the development of an emergency evaluation methodology that could be applied in other situations.

42. The Evaluation and Research Office, together with UNFPA and the UNICEF field office in Haiti, commissioned the Center for Population and Development Studies of Harvard University (United States of America) to carry out an independent assessment of the impact of sanctions imposed by the United Nations Security Council on the situation of children in Haiti. Preliminary results showed a considerable increase in infant mortality rates owing to the overall context of mismanagement by the military Government, combined with the impact of the sanctions. It is expected that further in-depth longitudinal studies will take place as a follow-up to this rapid appraisal in Haiti.

E. Area-based programmes

43. In line with the UNICEF policy to support capacity-building for decentralized, community-focused management and to strengthen subnational capacities to measure impact, efforts have been made over the last two years to render evaluations of area-based programmes more participatory in Chad, Ethiopia, the Niger and Uganda. Resources have been invested in training intersectoral teams of people from national, regional and local levels to devise and carry out assessments and to analyse quantitative and qualitative information that measures the impact, coverage and costs of interventions and behaviours. For example, a recent cycle of research in the Niger during the 1993 wet season focused on the problem of fever. A multidisciplinary group of 40 trainee researchers representing national, regional and local interests found that one third of children had an episode of fever every two weeks and that the average total cost of treatment was $3 per episode.

44. In Bolivia and Ecuador, PROANDES attempts to address the problem of critical poverty while promoting empowerment. A multidisciplinary thematic

evaluation of PROANDES, analysing quantitative and qualitative information, provided an anthropological assessment of child survival and development actions. PROANDES Bolivia was found to be successful in developing a sustainable approach with communities owing to a keen understanding of community needs and strategies of subsistence. The Bolivia programme had also been successful in cooperating with NGOs, state and local institutions, the Amerindian communities and their representatives. However, in Ecuador, it was found that understanding the cultural and social networks of communities required more open communication with representative leaders and peasants of those areas. Through the "learning from each other approach", PROANDES has promoted the amalgamation of Western medicine and traditional medicine in health services and training activities. In health, the evaluation reported limitations in the ability of government institutions to reach community levels and obtain community cooperation.

F. Children in especially difficult circumstances

45. A sample of the reports on the UNICEF experience in the Americas and the Caribbean region with programmes for children in especially difficult circumstances were reviewed. This region was selected because of its pioneering work in the field, which resulted in over 90 per cent of the countries having completed situation analyses in this area and several having progressed considerably with implementation.

46. Working children and street children share the same socio-economic conditions. They generally come from large, low-income families with a high incidence of absentee fathers and, often, unemployed heads of household. Evidence suggests that problems in the family, rather than lack of educational opportunity, may be a decisive factor. While both street children and working children generally have good relations with their mothers, street children typically have poor or non-existent relations with their fathers.

47. The problem of street children is of manageable proportions for public and private institutions. New welfare institutions should not be created, but rather existing institutions should improve their programmes to enhance coverage. Attitudinal surveys suggest that these children have aspirations and sufficient cognitive resources to benefit from directed intervention. In addition, positive attitudes, especially towards the mother, suggest the feasibility of family-based interventions.

48. The Brazilian experience suggests the importance of the following strategies for effective intervention: inter-institutional coordination; child and educator co-participation in rule- and decision-making; integral approaches to health, education and survival; promotion of family ties; mobilization of street-based educators; and changing the behaviour of repressive authorities. Emphasis must be placed on prevention. Coordination with NGOs and church-based organizations can significantly improve efforts to work with street children. However, prevention, through the provision of those material conditions that improve family coherence, should be the domain of state policy.

G. Children in situations of armed conflict

49. The Evaluation and Research Office, in collaboration with the Programme Division and the Office of Emergency Programmes, organized a review of psycho-social programmes for children in situations of armed conflict. It was emphasized that it was important to recognize that traumatized children, without interventions to alleviate and treat conditions, could suffer long-term reactions. These include ongoing physiological and mental distress symptoms, or re-enactment behaviour and re-experiencing of the phenomena at any time in the case of suppressed memories. The extent to which trauma affects a child depends on a number of mediating factors, including the severity and frequency of the traumatic experience, the developmental processes within the child, the availability and coping capacity of the parents, as well as the solidarity of the community.

50. The UNICEF experience in Guatemala, the Philippines and Sri Lanka shows that a community-based integrated approach focusing on preventive, educational public-health psychology works well in combination with ongoing programmatic child development efforts. However, whenever possible, such community-wide efforts should be complemented with specific trauma counselling and treatment for children who have been identified as having been traumatized significantly. This is done in Bosnia and Herzegovina, Croatia, Iraq and the Federal Republic of Yugoslavia (Serbia and Montenegro). Community-level resource persons, including parents, teachers and workers, can be trained to provide therapeutic care for children exposed to violence. Lebanon's peace-education experience shows the importance of incorporating an educational component into psycho-social programmes for changing attitudes, behaviour and value systems to address exposure to chronic violence.

51. While the monitoring of these programmes can include indicators for policy changes as well as service delivery and capacity-building, the evaluation of their impact is challenging for both the short and the longer term. Intermediate outcome variables, including attitude and behaviour change towards children's developmental needs, protection, stimulation and basic counselling, can be measured. However, the identification and development of culturally appropriate indicators of development and mental well-being need to be developed based on feedback and experience with communities and psychologists. The identification of impact measurement indicators still needs continued effort for development and testing under different socio-cultural settings.

H. Community-based surveillance in the eradication of dracunculiasis

52. Work has been carried out to support the establishment of community-based surveillance systems in all the African countries where dracunculiasis is endemic. These systems are based on a network of village volunteers in all the affected villages, each of whom visits every household once a month to record cases of the disease. The results are fed through a supervisory hierarchy to the national level. The systems have been fully operational for several years in Ghana, Nigeria and Cameroon, as well as in a few pilot zones in other West African countries.

53. The main efforts of Nigeria's dracunculiasis eradication programme are focused on the 84 most highly endemic local government areas. Additional staff have been assigned to those areas and additional support activities have been undertaken. The list is updated annually based on data collected from the surveillance system. In Ghana, a decision was made recently to focus national programme efforts in the northern region, not only because it is the most highly endemic region, but particularly because the surveillance results show that the number of cases is declining more slowly there than in the rest of the country. UNICEF commissioned the Organization for Coordination and Cooperation in the Control of Major Endemic Diseases to carry out an operational evaluation of the pilot programme in Burkina Faso and particularly to assess the sensitivity of the surveillance system. The results indicated that the performance of the village volunteers was far better than expected, although their results were not always transmitted to provincial level. These results were used for advocacy purposes during negotiations with the World Bank on the funding of the programme.

I. Education

54. A review of a sample of evaluations and studies in education was undertaken in collaboration with the education cluster to assess follow-up to the World Conference on Education for All and to identify findings and lessons learned. Evaluations have begun to focus on the outcome of educational efforts and learning achievement in addition to process and material support efforts. In Mauritius, an evaluation was undertaken with sound study design and the resulting multiple regression analyses can be considered representative. The correlates of performance for students were determined to be the motivation of teachers and their attitudes towards teaching, the socio-economic status of students, their attitudes towards school and the curriculum, their perceptions of teachers, reading habits, the provision of extra educational facilities and general intelligence.

55. The importance of good pre-school education in its contribution to improved performance at the primary school stage is being assessed in some countries. In Honduras, such an evaluation showed that primary schoolchildren who had completed a UNICEF-sponsored pre-school programme were less likely to drop out than those who had not enrolled in such a programme. In the Dominican Republic, despite some obvious deficiencies in teaching methods and resources, primary schoolteachers reported that first graders who had completed the pre-school programme showed more rapid learning, self-confidence and a higher level of class participation. In addition, a similar evaluation in Viet Nam showed that those children had better psycho-motor coordination. However, in this case, comparisons were made between children attending formal versus home-based day-care centres in rural and urban settings and differences were more pronounced in urban settings.

56. In efforts to reduce gender disparity, more studies are being undertaken to determine effective strategies. The MENA Regional Office has prepared a report that lists 16 strategies for improving girls' participation in schooling and women's participation in literacy classes. The strategies include creating the appropriate political climate, enhancing physical facilities such as latrines,

improving single-sex schools and enhancing the training and role of teachers as agents of change. Also included were building peace education and conflict resolution into the curriculum and the use of the "third channel", particularly for out-of-school girls. In Sierra Leone, a guide has been developed for determining perception and practices towards girls' school attendance. Although, politically and socially, the concept of equal access to education and later wage-earning potential for girls is supported, there is still quite a gap between achievement for boys and girls. Causes of girls' failure in school include overwork in the home and fields, irrelevant curricula, school fees and sexual harassment. The incidence of early marriage and pregnancy also contributed to high drop-out rates for adolescent girls.

57. The Evaluation and Research Office collaborated with the Consultative Group on Early Childhood Care and Development to organize a workshop on child-rearing practices and beliefs in sub-Saharan Africa in order to identify existing research in this area and to provide baseline information on the current state of knowledge for use in policy and programme formulation. The workshop contributed to strengthening the network of individuals and institutions in the region, which are contributing actively to this knowledge base through implementation of programmes for early childhood care and development. The results of the workshop will be used to provide guidelines on the assessment of child-bearing practices and beliefs in situation analyses, as well as recommendations for moving this knowledge into action through community-level programmes.

J. Water supply and environmental sanitation

58. The Evaluation and Research Office, in collaboration with the Water Supply and Environmental Sanitation Section, carried out a review and organized a workshop to promote cost-effective strategies towards a "software" approach for this sector, away from the traditional service delivery role of the past. Among the major topics discussed were state-of-the-art techniques for monitoring and measuring health and socio-economic impacts, including nutritional impact, and how to measure behaviour change.

59. The major issues that emerged included enhancing (a) empowerment of communities, and particularly women, through effective participation in decision-making, planning, design, management and evaluation of water supply and sanitation programmes; (b) capacity-building at the national level for sector monitoring and at decentralized, community levels for developing skills for monitoring and evaluation through establishing appropriate indicators and communication of results; (c) planning for effective service delivery through the development of action-oriented research, with community involvement and feedback focusing on the household; (d) building linkages with other strategic sectors and organizations, particularly for improving the effectiveness of hygiene education; and (e) advocacy as a central component for facilitating the above actions as well as to reorient global resources away from hardware delivery to low-cost technologies and services for reaching the unserved.

K. Women's productive activities

60. A three-day consultation was held on strategies and operational efforts in support of women's productive activities. It was recommended that the overall objective of UNICEF-supported women's productive activities should be to increase women's access to and ownership, control and management of productive resources to meet their needs. Three principles were found to be fundamental to the success of projects in this area: (a) projects should be participatory, i.e., women should be involved in the identification of needs in the planning, management and execution of projects and they should have ownership of projects; (b) projects should build on traditional credit and savings systems already in place and on poor women's existing management and organizing capabilities; and (c) all support to women's productive activities should strive towards sustainability and scale.

61. Meeting the needs of poor women requires a combination of strategic advocacy efforts aimed at changing the political and institutional context that puts women at a disadvantage and at practical interventions aimed at giving women access to productive resources such as credit. UNICEF efforts in support of women's productive activities should link local action and capacity-building at the community level with networking and advocacy at the national level.

V. CONCLUSION

62. Over the last two years, UNICEF has continued to improve its capacities for evaluation and essential national research for children and women. The Evaluation and Research Office is focusing its role on strengthening the management of the evaluation function at regional and country levels. It also carries out the headquarters function of programme and policy development by conducting thematic evaluations and sharing lessons learned. Regional offices are becoming the pivotal agents in coordinating and reviewing evaluation activities at regional and country levels and the building of regional knowledge and research networks.

63. UNICEF will reinforce further evaluation capacities at the country and regional levels to assist in the achievement of the decade goals, proper assessments of those achievements and the application of lessons learned to ensure sustainability of achievements. In the coming two years, the Evaluation and Research Office will focus on:

(a) Assessing experience with the pilot country programme evaluation exercises in order to elaborate and strengthen methodologies applied and to promote the application of this evaluation methodology in all country programming exercises;

(b) Reinforcing the capacity of regional offices to manage regional networking and coordinate thematic regional evaluations and studies; to make secondary reviews of evaluations and studies done at the country level; and to strengthen the overall lesson-learning process at the regional level;

(c) Enhancing further the evaluation database and promoting its use organization-wide and within collaborating agencies;

(d) Enhancing capacities in evaluation methodologies of UNICEF staff and national counterparts;

(e) Improving UNICEF field offices as resource centres that are a basis for the establishment or strengthening of knowledge centres for women and children in the countries where UNICEF cooperates.

64. The above-mentioned consolidated efforts will contribute to reinforcing the importance of evaluation in the context of country programmes implemented jointly by UNICEF and Governments and will ensure that adequate attention is paid to the impact of UNICEF country programmes.

Annex

REGIONAL REPORTS OF LESSONS LEARNED

1. A comprehensive listing of the lessons learned in each country in each region would be excessively long, even if it were possible. UNICEF pursues a decentralized approach, under which UNICEF field offices, with the guidance and support of the regional offices, are responsible for programme preparation and review, including drawing lessons from past and ongoing experience. The following brief summary of lessons learned draws on summaries of this experience prepared primarily by regional offices.

A. Eastern and Southern Africa

2. A review of evaluation results touches upon primary health care (PHC) programmes, gender issues, the establishment of baseline data, a literacy programme, water supply and sanitation programmes and emergency programmes.

3. In Lesotho, a review of past experience revealed a weak situation analysis and the need to develop performance indicators, which were addressed in the new country programme. A review of the status of the PHC programme identified the need to upgrade skills of health personnel. Following an evaluation of the child nutrition and household food security project, it was decided to expand project activities to four additional districts and to intensify nutrition education components. The need for strengthened supervision and quality control of community health workers (CHWs) was identified and addressed in the new country programme. It was found that virtually all children had health cards, but the lack of knowledge by health workers of the exact immunization schedule was the cause of a low immunization coverage rate at the appropriate age.

4. In Malawi, an evaluation of gender issues in community participation identified the lack of access by women to credit as a major concern. Drought affected both smallholders and small business households, but smallholders coped better. Mapping and targeting of vulnerable groups needed improvement. Relief operations other than food distribution, such as the promotion of off-farm employment, needed consideration. A growth monitoring evaluation found that not enough resources had been devoted to counsellor training and that the curriculum was medically biased. Hence, there was little dialogue about the problems of household food security and child care. Counselling of child caregivers tended to be perfunctory. One result of an EPI evaluation was the decision not to replace the 20-dose polio vaccine vial with the 10-dose polio vaccine vial since it was found that other related costs (larger transport and handling costs, increased cold-storage requirements) would outweigh desired savings on vaccine costs.

5. In Mozambique, UNICEF has been working on building capacities for evaluation with a group of almost 150 people from different sectors in the Government. One of their activities resulted in a survey of over 7,000 households, representing the population in secure parts of the country. Similar

work is now under way in Ethiopia. The data could serve as a baseline for measuring the impact of the 1994-1999 programme.

6. In Namibia, an evaluation of the literacy programme led to the establishment of a non-formal education department in the Government. An evaluation of the area-based programme identified the need to improve the integration of component activities and led to a review and modification of the overall objectives of the project.

7. In Rwanda, approximately 100 civil servants from different sectors were trained in measuring impact, coverage and costs in three cycles of training in sentinel community surveillance. Water supply and sanitation programmes and emergency programmes related to the civil war and to displaced Burundian refugees were evaluated through this capacity-building effort. Some of the quantitative findings of the evaluation were that the chance of young children having diarrhoea was 30 per cent higher in households with bad sanitary arrangements, 20 per cent higher for those in households where the water storage was not covered and 10 per cent higher for those living in households that did not get their water from a good source. Those results were fed back to communities as a basis for discussions about diarrhoea, water supply and sanitation.

8. In Zimbabwe, community-based hand-pump maintenance was scheduled for expansion following the evaluation of a pilot project. Advocacy efforts by sectoral line Ministries and budget discussions with the Ministry of Finance followed an evaluation of the impact of the structural adjustment programme and the drought. The evaluation was based on data from a panel of over 40 sentinel communities representing conditions in the country as a whole. It also resulted in capacity-building for measurement in an intersectoral group of approximately 80 civil servants.

B. West and Central Africa

9. Out of 16 evaluations carried out in 1992 and 1993 that were reviewed, 14 focused on EPI, the Bamako Initiative, nutrition and dracunculiasis. The two other evaluations were on urban poverty and a knowledge, attitudes and practices (KAP) survey on health issues, both especially relevant to the situation in the region. The recommendations and lessons learned from 9 of the 16 evaluations were used in annual/mid-term reviews and strategy meetings and have influenced further project development.

10. A review of evaluations on health care in Benin, the Central African Republic, Guinea-Bissau and Sierra Leone showed that mothers' access to information, distance to the health centre, the socio-political context (strikes), cost and, most of all, quality are the determining factors for people in their choice of health care. A reinforcement of community participation in health services through committees was recommended. Communities are prepared to pay for health services as long as they are affordable and there is flexibility in when the payment is to be made. Training in resource management, accounting and basic analysis of local health problems, motivation of staff and the

establishment of an effective monitoring system are essential to improve the capacity of health services further.

11. A study in Sierra Leone revealed that goitre problems are prevalent in 75 per cent of households. The majority of the population perceives goitre as a serious problem and all concerned groups expressed a willingness to buy, trade, produce and import iodized salt. It appears feasible to iodize and monitor 75 per cent of the salt in the country since 75 per cent of the distribution takes place through just two trade networks. The study also indicated the need first to establish the legislation and iodization of salt before a social mobilization campaign is initiated. This strategy is now being followed.

12. In the rainy season, 90 per cent of the population in rural areas in Mauritania is at risk of being infected with dracunculiasis. A KAP survey on dracunculiasis assessed that 75 per cent of families have received a water filter through the programme. Thirty-five per cent of families were aware of the link between drinking water and dracunculiasis, but only 4 per cent knew that people infected with dracunculiasis could contaminate the water.

13. A KAP survey on the use of ORT in Benin pointed out that although 70 per cent of the women knew about oral rehydration salts (ORS), only 30 per cent used them correctly. However, the continued provision of food and liquid is observed in 60 per cent of the cases. Increased availability of ORS at health centres and the training of health workers in proper case management of diarrhoea need to be ensured to improve the situation.

14. In Sierra Leone, the urban population has risen from 9.2 per cent of the total population in 1950 to 32.2 per cent in 1990. This massive shift to urban areas, where people live in abject poverty, has been exacerbated by the unrest in the south-eastern part of the country. Moreover, in the northern rural areas where farming is the major source of income, the incidence of poverty is high. In that area, a combination of land tenure, malpractice of buying agents, high prices of essential foods and prohibitive transport aggravate the situation. One of the evaluations showed that 62 per cent of the total budget of poor families is spent on food. Since malnutrition is closely related to poverty, it is recommended strongly that poverty alleviation programmes should focus on increasing productivity and human capacity. Income-generation initiatives, improvement of knowledge and skills for women, better education, increased access to health facilities, access to credit, transportation and marketing facilities should be considered. This could also contribute to preventing further rural-urban migration.

15. Although most evaluations verified a positive impact resulting from UNICEF-assisted interventions, the use and reference to baseline data were rarely made. The comparison of baseline data would better substantiate the progress being made. Another general lesson learned from the regional review is that costing and financing is an area that is mostly neglected. Here too, baseline data on costs would be crucial to assess cost-efficiency in different programme areas.

C. Middle East and North Africa

16. This review of lessons learned includes brief reviews of an area-based programme, a student achievement evaluation, the nutritional status of refugees, a national CDD programme, a rural women's project and a water supply and environmental sanitation programme.

17. The Antalya Gecekondu project in Turkey provides an example of a project with community participation and a built-in monitoring and evaluation design that shows elements of empowerment and sustainability. An essential component was the development and strengthening of social infrastructure to facilitate community participation, particularly in a context where grass-roots participation was not part of the political culture. Women were empowered by the project to articulate their problems to the Government, demanding services that they were entitled to, organizing to improve their environment and applying newly applied knowledge to resolve health and household problems. One constraint was the need for carefully selecting sectors for UNICEF partnership in order to consolidate cooperation with key sectors. The focus of environmental upgrading efforts should include community mobilization in addition to physical improvements. More information on urban job training and marketing opportunities is needed for effective income generation.

18. In education, an innovative testing instrument for assessment of student achievement was developed in Turkey with the assistance of national institutions and academicians. The assessments showed that most students had inadequate proficiency levels for mathematics, science and the Turkish language. Schools showed significant differences in mean achievement scores even within specified residential areas, with village schools scoring the lowest. The study recommended that, in addition to that test, other non-written techniques, such as performance evaluation and observation, should be used to complement and provide a more holistic view and that the composite system should be replicated and tested on an expanded scale. The use of such results in advocacy with local authorities was suggested.

19. As part of emergency assessments in the western part of the Islamic Republic of Iran, a rapid nutritional assessment of Kurdish refugee children was conducted to help to focus the nature and extent of UNICEF assistance. Anthropometric results showed that 35 to 45 per cent of under-three-year-olds were moderately to severely malnourished and 20 to 47 per cent were stunted, indicating prior malnutrition. Clinical analysis substantiated the anthropometric measures. Because of highly unsanitary conditions prevailing in the camps, immediate public health interventions for improving the environment were recommended in order for feeding interventions to be beneficial. In the short run, to avoid food contamination, it was recommended that feeding centres provide nutritionally balanced feeding with micronutrient supplementation, while also allowing monitoring of the nutritional status of the children.

20. In the Sudan, a review of the CDD programme identified constraints in overall programme management, including turnover and shortage of staff; limited relations with the PHC directorate at the Ministry of Health, resulting in inadequate coordination; and difficult communications regarding activities at national and state levels, particularly to relevant PHC departments and NGOs.

In the political context of the Sudan, refugee flows in the east and heightened security problems in the west constituted an additional barrier to the expansion of CDD activities. ORS was reported to be widely available at various facility levels, but it was not clear if stocks were based on estimates of diarrhoea prevalence or catchment populations. There were reports of the misuse of drugs by doctors.

21. In Egypt, a comprehensive evaluation of the rural women's project was undertaken in collaboration with the Ministry of Social Affairs. All projects were found to have succeeded in income generation and those that have shown more prospects for sustainability will be promoted further. However, a significant constraint identified is the inadequacy of targeting criteria, so that the project did not reach the poorest. Thus, the requirement of a 25 per cent down-payment for a loan actually prevented the poorest from participating. Projects involving traditionally male activities were controlled by husbands. Women need greater support in these projects in the area of improved skills development and management control in order to overcome such sexual stereotyping, thus allowing them to be involved more integrally in development. The low attendance of participants in the literacy programme suggests the need for the greater involvement of women in deciding on the location, timing and content of the programme. Finally, better marketing strategies needed to be explored and support systems for veterinary services and machine repair ensured.

22. In Upper Egypt, an evaluation of the water supply and environmental sanitation programme conducted by the Save the Children Fund (United States of America) looked at technical performance, local capacity-building and utilization and outcome on quality of life. In general, UNICEF projects successfully increased the amount of water available and made villagers aware of the importance of water quality, although sanitary practice lagged behind knowledge. The programme significantly reduced women's workloads to the extent that, in three out of the four governorates, husbands paid for water supply connections in order to reduce women's physical workload. Among the findings on technical performance was the finding that several hand-pumps (in some areas 30 to 40 per cent) were not working despite the presence of trained technical staff. Therefore, it was recommended that villagers, and especially women, should be trained in maintenance. Latrines (at present a dry latrine design) needed to be redesigned to fit the local cultural need for washing with water. Ownership by local administrative officials and the community needs to be enhanced through dialogue and written agreements, which will ensure accountability and continuity even when UNICEF phases out. Also, in spite of the willingness of the community to contribute labour and up to one half the cost for household water connections to established networks, projects were left incomplete because of insufficient government funds. Regarding the quality of life, women have saved significant time and energy from water-hauling and were the force behind households investing in a convenient water supply. The linkage between water supply, sanitation and hygiene education was very weak and the new UNICEF policy gives priority to providing water to areas where health education already has taken place.

D. East Asia and the Pacific

23. Since the 1990s, there has been an increase in impact evaluations in the East Asia and Pacific region. Coverage evaluations have had a slight decline since the focus on achieving UCI in 1990. The number of evaluations and studies that measure cost/financing aspects, management processes or KAP are part of an increasing trend.

24. In addition to the continuing increase in the overall number of evaluations and studies being carried out in the East Asia and Pacific region, monitoring and evaluation itself is becoming more essential in the programming process. Thailand, for example, recently conducted an evaluation of AIDS in children, which revealed that the continuation of the current levels of infection would result in a reversal of the present decline in infant and under-five mortality rates around 1995, with increasing rates thereafter unless more preventive action is taken. Based on the results of that evaluation, the new country programme cycle for the period 1994-1998 contains a reformulated AIDS strategy and has made a significant increase in the budget amount allocated to the AIDS programme. In the Republic of Korea, two communication studies, an advocacy review and an image survey provided the basis for setting strategies to improve the transformation of the UNICEF office to establish a Republic of Korea National Committee for UNICEF.

25. A review of the Kejar Usaha Bank credit scheme, which is part of the Government of Indonesia/UNICEF cooperation in non-formal education, found that combining literacy learning through the income-generation programme was not effective. However, combining child survival and development (CSD) education and income-generation programmes in Indonesia was found to have a positive impact. An evaluation of CSD learning and income generation for poor women project had a positive impact in increasing family income. In particular, additional income was found to be channelled to improved child health, nutrition and welfare.

26. A tripartite health and education evaluation conducted by the Ministries of Public Health and Education of Thailand and UNICEF found that the training of female students of mosque schools to act as volunteers in support of CHWs and Islamic religious leaders had a positive impact on the increase of PHC/maternal and child health coverage.

27. An assessment of the effects of the International Drinking Water Supply and Sanitation Decade (1981-1990) in the Lao People's Democratic Republic suggested that, despite the general successes of the rural water supply and sanitation programme, government initiatives had reached few rural people.

28. Joint government donor EPI reviews have been conducted in almost all of the countries in the East Asia and Pacific region, resulting in a process of accelerating the achievement of vaccination coverage and ensuring sustainability of efforts for disease reduction and elimination. Evaluation results have also been used to strengthen government, donor and NGO commitments in achieving and sustaining EPI coverage.

E. South Asia

29. A review of evaluation results recently completed in the region touches upon lessons in the areas of education, health, sanitation and urban basic services (UBS).

30. An innovative approach to assessment of learning achievement in primary education is being tested and used in Bangladesh, as developed by the Bangladesh Rural Advancement Committee. It employs simple tools for assessing skills/knowledge, reading, writing and numeracy in children selected through a cluster sampling design. The results showed that achievement for boys was better than for girls, especially in urban areas; that non-governmental schools fared better than government schools; and that, not unexpectedly, achievement was related to years of schooling, parental education (more for boys) and economic status. This method has the potential for use in other countries.

31. In Nepal, assessments of achievement by the primary education project (PEP) compared with non-PEP districts showed that new entrant rates, promotion rates and completion rates, including passing the final examination, were higher. However, since it is not clear if the samples of schools selected were representative, or if PEP and non-PEP schools were matched on other potentially confounding factors, the validity of the results is diminished. Another assessment of enrolment rates in Bangladesh showed that, in general, for a joint Government/NGO collaboration on improving primary school management, enrolment rates increased, the number of drop-outs decreased and teacher preparedness and school management improved. However, this was tested in only a few areas and the results were not dramatically different, indicating the difficulty of changing existing systems.

32. The integrated child development services scheme of India is the largest programme of its kind for under-six-year-olds and their mothers. This evaluation focused on factors that would strengthen the otherwise weak participation of the most vulnerable under-three-year-olds. An evaluation of the centres supported by the Child-in-Need Institute showed that it is possible to improve child nutrition and growth, immunization coverage, ORS usage rates and home-based weaning and infant feeding practices through the effective involvement of women, youth and community groups. These groups selected workers, centre locations, mother-leaders, participated in training, used local foods and were linked to local health institutions.

33. An assessment of the village contact drive on safe motherhood in Rajasthan, India, where maternal morbidity and mortality are high, showed that the use of the technique of working with animators through the integrated child development services system improved the knowledge and awareness of mothers. However, knowledge of community workers and health workers generally did not change. Although the knowledge of delivery kits was high, their actual use was very low. The evaluation pointed out the importance of adequate information, education and communication materials as well as of close supervision and monitoring. The longer-term impact of this campaign-style drive needs to be assessed and the actual practice of safe procedures documented.

34. A national coverage survey in Pakistan organized by WHO and UNICEF at the request of the Government, in January 1991, showed adequate immunization coverage levels. However, a demographic health survey carried out six months earlier showed much lower results, differing as much as 20 to 30 percentage points. These very disparate results were discussed and a national task force was established, comprising medical professionals from the Ministry of Health as well as academia, to review EPI. This resulted in management and administrative changes and culminated in a third coverage survey, carried out by the Government in April 1993. The results show a low coverage of 36 per cent for under-one-year-olds for combined diphtheria/pertussis/tetanus vaccine/three doses of oral poliomyelitis vaccine and 75 per cent for 12- to 23-year-olds. This is being followed up with the Ministry of Health.

35. Evaluations of sanitation included village-level latrine production in Bangladesh. It was found that one third of the production centres were either inoperative or producing substandard quality products. Recommendations were made for improved marketing and private sector production in remote areas. An evaluation of latrine use in India (Orissa) found that latrines were considered beneficial by those who possessed them, although one quarter of the households were not aware of sanitation and hygiene linkages. It was recommended that latrines be provided to those who wanted them rather than through pre-set criteria of needy households and that water should be provided as well.

36. Two UBS reports from India were reviewed. The first investigated training components for two districts in Rajasthan, where community participation had led to improved awareness of the community's own capacities. The project has more full-time staff and volunteers than ever before, although the emphasis of activities seems to focus on physical construction rather than capacity-building through adult education, skills training and self-employment.

37. The second study was a needs assessment in the slums of five urban centres across India, focusing on women and the girl child. The findings showed the following: there was a lack of adequate basic facilities such as water or learning centres; girls were married off well before 18 years of age and illiteracy among women ranged from 25 to 67 per cent; and the coverage of tetanus toxoid vaccination for pregnant women was between 20 and 56 per cent. These results showed that the urban poverty problem and the resulting vulnerable, underserved population is continuing to increase.

F. Americas and the Caribbean

38. This brief synthesis touches upon lessons in the areas of feasibility assessment, sustainability and target populations.

39. In Central America, a number of evaluations/studies have been carried out using economic feasibility appraisal as the main criteria of analysis. By assessing cost-benefit ratios, material and labour input are compared with the social/economic benefit the project will bring to the target group. This has led to improvement in policy effectiveness by demonstrating potential sustainability. The relevance of using this assessment methodology to appraise projects has led to the provision of financial and material counterparts and

private sector contributions and considerable savings for poor communities. Positive findings in connection with the evaluation study of the water supply and environmental sanitation programme in Honduras demonstrated the very high rate of return of capital invested in building wells and making improvements in existing rainwater catchment systems to reduce water charges in the urban periphery of Tegucigalpa. This has led to a search for solutions for barrio (slum) residents, who have often contributed with their own savings and loans to relieve the water deficit in their communities. Most importantly, in the course of the project, attention has been paid to the recording of such benefits.

40. The evaluations that analysed prospects for sustainability found that success through a small-scale intervention does not guarantee successful duplication on a larger scale. An evaluation of a water supply and environmental sanitation programme in Central America underlined the need for a strategy to strengthen capacity-building of counterparts as a prerequisite for sustainability. It was found that the optimum conditions for organizational and financial sustainability include the existence of an active and self-managing community organization, a permanent institutional structure and, in the case of joint execution of programmes with NGOs, an understanding that the NGO has sufficient financial leverage to underwrite its own operating costs.

41. Implementation of projects related to women was rated satisfactory, however, conditions for sustainability and support for women's needs, including technical assistance, are not always sufficiently appreciated, as was found in Ecuador and Guatemala, and can reinforce a gender gap in the division of labour. This contrasts with the positive example of the Special Adjustment Facility for Latin America and the Caribbean (SAFLAC) project in Brazil, which has developed an effective methodology for the support of productive projects. Appropriate social and socio-cultural conditions need to be more carefully considered during project design and implementation to avoid adverse effects. Some evaluations highlight the need for flexibility, awareness and motivation when addressing the gender question, in keeping with the specific conditions of each culture, as found in the Caribbean, Ecuador and Bolivia.

42. Evaluations do not always analyse how the composition and selection of the target population was determined at the outset of the programme/project. Appropriateness of strategy in terms of reaching the most deprived segments is seldom questioned and the definition of the target group in projects is often vague. Evaluations of the UBS project in the Pacific coast of Colombia and the evaluation of PROANDES in Bolivia have striven to elicit participants' views and have established methodologies for this purpose.

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POLICY REVIEW

GOALS FOR CHILD SURVIVAL, PROTECTION AND DEVELOPMENT IN AFRICA: THE CHALLENGES OF IMPLEMENTATION

SUMMARY

The elaboration of national programmes of action in most African countries has resulted in the setting of priority actions for children and the costing of necessary interventions. Integrating these plans into public investment and national development programmes will result in the requisite synergism between priority social sector investments and investment in national infrastructure.

A commitment to increase resource allocations for child survival, protection and development was made at both the International Conference for Assistance to African Children, sponsored by the Organization of African Unity in 1992, and the Tokyo Conference on International Development, in 1993. Reaching the World Summit for Children and mid-decade goals will require increasing and sustained financial resource allocations for human development, from both African Governments and communities, as well as from external sources.

The adverse macroeconomic conditions most African economies face clearly will require policy modifications, including gains in cost-effectiveness, to some of the structural adjustment programmes if investments in social sector programmes are to increase. The devaluation of the CFA franc poses an additional challenge to African Governments and donors alike to ensure that requisite investments in the social sector are maintained in the affected countries.

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As part of broader advocacy efforts to increase funding for priority human development, UNICEF is working for conversions of official bilateral debt in exchange for increased debtor government expenditures for social sector priorities. UNICEF has assisted in mobilizing local currency for programmes for children in Africa equivalent to $18 million. It has meant a reduction in debt face value of $31 million.

Both the World Summit for Children and mid-decade goals have highlighted the need for greater collaboration with a variety of partners: Governments; non-governmental organizations; communities; international and regional financial institutions; and other United Nations agencies. Building such broad-based alliances poses an additional challenge to UNICEF in Africa within the context of country programme strategies that aim towards capacity-building and empowerment of beneficiaries which support programme delivery. UNICEF will need to enhance its ability to work at subnational levels and to improve flexibility in channelling resources to innovative areas. Social mobilization and advocacy will take on an increased role.

The operational implications for programming within UNICEF are that, in a short period, UNICEF field offices in Africa have had to develop analytical capacities on a wide range of public policy matters, often extending beyond the traditional mandate of UNICEF, and to assume successfully a broader advisory and supportive role on issues of social development policy and strategy. This has implications in the areas of staffing, management and financing of UNICEF programmes in Africa.

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I. INTRODUCTION

1. As requested at the 1993 regular session of the Executive Board (E/ICEF/1993/14, decision 1993/4), the present document reports on progress made in implementing the UNICEF commitment to Africa as the region of highest priority, and supports the commitments made at the International Conference on Assistance to African Children (ICAAC), sponsored by the Organization of African Unity (OAU) in 1992, and the "Consensus of Dakar" adopted by the conference (see document A/C.2/47/13).

2. Over the 30-year period since the independence of many African countries, most indicators of human development and child survival in sub-Saharan Africa have improved considerably. Under-five mortality rates have been reduced from approximately 255 per 1,000 live births in 1960 to approximately 181 in 1992. Median crude death rates have fallen from 24 to 16 per 1,000 over the same period, while average life expectancy has increased from 40 to 51 years. There were dramatic increases in access to basic education, particularly during the period 1960-1985. However, over the past 10 years, structural transformation, armed conflicts and protracted civil disturbances have stifled human development, and some social indicators have deteriorated. Over the period 1980-1992, under-five mortality rates have actually increased in Angola, Ghana, Mozambique, Uganda and Zambia.

3. Current social and economic trends in Africa and their impact on children and women were discussed extensively in the document entitled "Africa's Children, Africa's Future: Human Investment Priorities for the 1990s", which was prepared jointly by OAU and UNICEF in 1992 for ICAAC. Following the "lost" decade of the 1980s, average real per capita growth in sub-Saharan Africa is likely to remain negative throughout the 1990s. A 1993 report on overall resource flows to Africa in the context of the United Nations New Agenda for the Development of Africa in the 1990s notes that, "Africa's economic recovery is still remote, despite prevailing signs of modest growth in the world economy" (A/48/336, para. 2). This is despite efforts by most African countries struggling hard to implement structural adjustment programmes begun during the 1980s. Even where the Global Coalition for Africa (the donor consortium around the Special Programme of Assistance for Africa) considers the achievements and performances satisfactory, the changes taking place are very fragile and highly dependent upon external factors.

4. Despite the bleak economic and financial climate, the unprecedented changes in most of Africa present opportunities for progress towards sustainable human development. Open democratic processes will ultimately improve governance; structural adjustment will strengthen economic management; and community-based capacity-building and empowerment will transform living conditions. However, for Africa, it must be stressed that more open participatory democratic systems and better governance will not suffice to reverse decades of discredited colonial, and post-colonial economic policies, mismanagement and persistent social inequalities and global economic inequities. Nevertheless, democratization often leads to decentralization of government and involves some devolution of political, financial and management decision-making power from the centre to district and lower levels and provides opportunities for community

participation in the development of social services to benefit a broader range of the population. This has been the case in Ethiopia, Uganda and Zambia over the past year.

5. The impact of acquired immune deficiency syndrome (AIDS) in Africa severely clouds prospects for human development. The human immunodeficiency virus (HIV)/AIDS will have major short- and medium-term repercussions on infant, child and maternal mortality rates and other key indicators of human development. In sub-Saharan Africa, approximately 1 adult in 40 is infected with HIV, and in some cities the rate is 1 in 3. Estimates indicate that one fifth of the Government of Malawi's health budget is taken up by AIDS treatment, while the income lost as a result of the debilitating impact of the disease amounts to an estimated 7 per cent of the nation's gross domestic product.

6. It must also be kept in mind that an environment of peace, security and stability is of paramount importance to any efforts to improve the conditions of women and children. The protracted conflicts in Angola, Liberia, Rwanda and Somalia, and the hundreds of thousands of children and adults killed by warfare, disease and malnutrition, are testimony to the ravages of war. Conflict-related disasters and unrest have the potential to undermine years of concerted efforts by communities, Governments and external support agencies to improve basic services and to reduce mortality and morbidity.

II. FOLLOW-UP ACTION TO THE INTERNATIONAL CONFERENCE ON ASSISTANCE TO AFRICAN CHILDREN

7. ICAAC reiterated the commitment of African countries to the human development goals for the 1990s. A direct follow-up to the World Summit for Children, ICAAC differed from World Summit follow-up meetings held in other regions in that it focused on defining opportunities not only within the region but also beyond Africa for support to the implementation of national programmes of action.

8. In the Consensus of Dakar adopted by the Conference, African countries committed themselves to link their national programmes of action with their national development planning and financing structures. At ICAAC, African Governments expressed their commitment to human development through efforts to allocate at least 20 per cent of public expenditure to basic social services. Donors committed themselves to increasing and sustaining the share of official development assistance (ODA) for social priority sectors, bearing in mind the proposed level of 20 per cent of total ODA for these sectors. In particular, participants committed themselves to support the achievement of the following intermediate goals by the end of 1995:

(a) To raise Africa's average immunization coverage level from the 75 per cent achieved under the universal child immunization effort to 80 per cent against diphtheria, pertussis, tetanus, poliomyelitis and tuberculosis;

(b) To ensure 90 per cent of coverage against measles, by far the most lethal of the vaccine-preventable diseases, and of tetanus toxoid for women of child-bearing age;

(c) To achieve 80 per cent use of oral rehydration therapy (ORT) in order to prevent dehydration caused by diarrhoea;

(d) To virtually eliminate iodine deficiency disorders through the iodization of salt;

(e) To encourage exclusive breast-feeding for four to six months and sustaining breast-feeding for up to two years of age, with the introduction of complementary foods at four to six months.

These interventions have the potential to contribute to a dramatic reduction in morbidity and mortality among children and women and to act as stepping-stones to enhanced child growth and educational development.

A. Action by African Governments

9. The increase in the social and political commitment to children is reflected in the fact that 43 African countries have now ratified the Convention on the Rights of the Child, which provides the legal framework for the goals. The Convention is being used in many countries to strengthen existing laws and regulations that are of particular importance for children, as well as to secure more effective enforcement of these rules and standards. Indeed, the Convention can be a powerful tool to increase awareness and understanding of children's issues and rights throughout society. It also will help to mobilize the required political will and resources to address these issues. In the cases of Liberia and Mozambique, the Convention is being disseminated through peace education projects that are working with children and communities to rebuild the fabric of society destroyed by years of conflict. The key to successful implementation of the provisions of the Convention will be the articulation of these commitments through implementation of the national programmes of action.

10. National programmes of action in Africa define activities that will contribute to the achievement of the goals of the World Summit for Children. 1/ More than 40 African countries have completed national programmes of action. In countries such as Ghana, Mozambique and Uganda, the national programme of action provides, in effect, a planning framework for human development. The newly formed National Children's Council in Uganda received bilateral funding from the United States Agency for International Development and the Government of Norway for activities outlined in the national programme of action. While most national programmes of action have outlined their specific financing needs, in many cases more detailed work on the costing of priority programmes is still required. Operational subnational national programmes of action can further enhance the achievement of the goals. Through national programmes of action, and increasingly in World Bank-supported policy framework papers and public expenditure reviews, African Governments are committing themselves to, and are undertaking, a significant reordering of spending priorities towards human investment at the same time as they are implementing macroeconomic structural

adjustment. These actions are also consistent with the "poverty-sensitive macroeconomic policy" approach called for by the United Nations Development Programme (UNDP).

11. At the country level, financing requirements of national programmes of action will require a combination of approaches, including increasing revenues and restructuring budgets within and between sectors and, in particular, reducing military expenditures. However, for many low-income countries, budgets in all sectors are already compressed and gains from restructuring may be limited. National institutions are undertaking studies on the potential for budgetary restructuring, including in the United Republic of Tanzania and Zambia, and UNICEF is supporting those efforts.

12. Reducing military expenditures and channelling some of the savings into peace dividends for human development offer a special opportunity for budget reallocation. Namibia provides an example of freeing resources in this way. Before 1989-1990, up to 11 per cent of the colonial territorial budget was allocated to military and security purposes. With the achievement of independence, this was reduced to around 5 per cent of the national budget, with a simultaneous and approximately equivalent increase in allocations to community and social services. Significant shifts in public spending from military to social priorities have also taken place, or are currently in progress, in Benin, Ethiopia, Uganda, the United Republic of Tanzania and Zimbabwe. In addition to some long-term economic savings, the ultimate benefit of a peace dividend, however, is the potential for a secure and stable environment that will allow for long-term improvements in the situation of children and women.

B. Action by the international community

13. The achievement of the World Summit goals for continental Africa will require some $8.8 billion each year from 1993 to the year 2000, plus $3.9 billion per year for post-war and post-disaster rehabilitation, in addition to available resources. 2/ For the key programme sectors, approximately one half of the amount required must be found within national or community budgets, while the balance, $4.4 billion, is required from external sources. Although the resource challenge is both large and serious, its magnitude should not be overstated.

14. Resource requirements should be viewed in the light of an inflow of ODA to the region of $19.2 billion in 1991 and a per capita economic growth of minus 1.2 per cent. ODA to sub-Saharan Africa grew faster than average ODA during most of the 1980s, fuelled to a considerable degree by the increasing needs for humanitarian assistance. However, in the 1990s ODA to the region has stagnated, despite largely unchanged needs and repeated international commitments to Africa.

15. As an initial step to secure funding for human development priorities, UNICEF recommends that donor Governments allocate at least 20 per cent of their global ODA expenditures (channelled to developing countries bilaterally or through multilateral agencies and non-governmental organizations (NGOs)) to human development priorities. This would support a similar effort to

restructure expenditures that African Governments have committed themselves to through the Consensus of Dakar. It could double aid resources available for human development priorities. However, it must be underlined that considerable increases in overall ODA are required for Africa and, if achieved, a share of 20 per cent of ODA should be sufficient to bridge the finance gap for the achievement of the goals. UNICEF also advocates for similar allocations to human development priorities of resources available from international and African regional NGOs, many of which also participated in ICAAC.

16. The donor community must also help Africa to mobilize resources for human development through debt reduction. In 1992, $10 billion left sub-Saharan Africa in debt-service payments, or more than four times as much as Africa spends on the health and education of its children. Over the past few years, bilateral ODA debt owed by low-income countries in Africa has been written off by a number of donors. However, the World Bank estimates that some low-income countries in Africa still face unsustainable debt service burdens. Donor Governments with outstanding debt in these countries should be encouraged to cancel their debt. The donor community must also work towards a solution to the increasingly severe problem of multilateral debt owed to the International Monetary Fund and the World Bank, as well as to the African Development Bank (AfDB).

C. Maintaining UNICEF priority to Africa

17. The fact that one third of the 35,000 children who die world wide every day are African, although they constitute little more than 10 per cent of the world's child population, has resulted in the consistent priority that UNICEF has placed on Africa in terms of both human and financial resources. Measured in financial terms, total UNICEF programme delivery in Africa during 1993 amounted to an estimated $294 million, equal to 37 per cent of total UNICEF expenditure. Furthermore, UNICEF resources allocated to Africa grew consistently over the period from 1985 to 1990 from $106 million to $216 million. Over the period 1985 to 1993, UNICEF initiated several actions to strengthen its presence and capacity in Africa. With the addition of new offices in Eritrea, Gabon and South Africa in 1993, UNICEF will have a full-time presence in 45 countries in Africa out of a total of 121 field offices world wide. Of the total 6,841 full-time staff in UNICEF, 2,702, or 40 per cent, are in Africa.

18. Debt-for-development swaps, including swaps for child survival programmes, have showed themselves to be successful vehicles for the reduction of other bilateral and commercial debt and the mobilization of local resources for investment in human development. To date, UNICEF has assisted countries, including Madagascar, Senegal and the Sudan, to identify priority areas where foreign exchange savings could be channelled into multi-year interventions with high national currency components without increasing inflationary pressure. These efforts have mobilized local currency for programmes for children in Africa equivalent to $18 million. It has meant a reduction of $31 million in debt face value. At the request of selected Governments in West Africa, including Burkina Faso, Guinea-Bissau and the Niger, UNICEF will work with UNDP and the United Nations Conference on Trade and Development to assess the debt

stock and to identify suitable interventions for debt-for-development swaps in support of national programmes of actions.

19. In the current ODA scenario, establishing priorities for the use of national and international resources available for development becomes all the more pertinent. With the Special Programme of Assistance for Africa and other consultations, notably the Consultative Group meetings, the World Bank is increasingly taking the role of coordinator for external resource mobilization for Africa. Within this context, it is important that UNICEF should work with African Governments and the international donor community to ensure that national programmes of action and their resource requirements are duly considered and integrated into public investment programmes and public expenditure reviews, as well as in overall planning for medium-term structural adjustment. UNICEF welcomes the cooperation with Governments, the World Bank and AfDB regarding the design and implementation of multilateral credit in support of national programmes of action. In many African countries, the country strategy notes will provide an important opportunity for dialogue between African Governments and United Nations agencies, as well as other bilateral and multilateral partners, to assure that goals for children, as articulated in national programmes of action, are fully consistent with and complement other national programmes and priorities. Work on country strategy notes with a human development focus is already under way with the Governments of Botswana, Eritrea, Kenya and Malawi.

20. In Eritrea and South Africa, UNICEF has the unique opportunity to ensure that concerns for women and children are fully integrated into their emerging national development agendas. A first step in addressing this has been support for the preparation of the State of the South African Child, launched by Mr. Nelson Mandela, leader of the African National Congress, in Johannesburg, South Africa, on 16 June 1993. The signing of the Declaration of the World Summit for Children by the President of South Africa, Mr. F. W. de Klerk, and Mr. Nelson Mandela at Stockholm, in December 1993, as well as by the President of Eritrea, during the round table on "Keeping the Promise to Children" in September 1993, will ensure that a "first call for children" is enshrined as a part of the process of nation-building in both these countries.

21. However, positive changes in the well-being of women and children in Africa cannot be guaranteed without the requisite changes in existing economic, political and institutional conditions. UNICEF will continue to draw attention to the positive and negative effects of macroeconomic trends and policies on the well-being of children and women. UNICEF will work with national policy makers and international financial institutions to promote the greater integration of poverty issues and the concerns for children and women in the design of such policies. The increased collaboration with local NGOs and civil society will build a coalition to enhance grass-roots participation and decentralization further and to reach the unreached, and should increase the cost-effective delivery of all programmes.

III. OPPORTUNITIES FOR ACHIEVEMENT OF GOALS

22. Firstly, it is essential to establish clear, time-bound and measurable goals for social progress around which national consensus can be built towards mobilizing wide-ranging efforts. Africa's experience strongly underscores the importance of the national programme of action as a goal-setting process. Secondly, political commitment to such goals is required at the highest levels, coupled with consistency of political concern in the progress made towards achieving them. Thirdly, as a complement to this, regular, high-level monitoring and review - for example, on a six-monthly basis, as envisaged in a number of Africa's national programmes of action and instituted at the highest level in some countries - is a strategic measure in sustaining the momentum towards attaining social goals and enabling appropriate adjustments to be made. In many countries in Africa, support to the strengthening of national statistical capacity for the production of key and appropriately disaggregated indicators of human welfare will need to be provided over the short- to medium-term to provide a basis for monitoring social progress. Fourthly, a broad-based and effective social mobilization effort, involving a full range of national and local media, as well as leaders, opinion makers and organizational capacities in all relevant spheres, will be essential to ensure sustainability of social and human development efforts. Fifthly, the centrality of nationally established goals for children, women and human development in general will need to be maintained in overall development planning, including as a central part of medium-term structural adjustment programmes, where these are in operation. Finally, given the severe resource constraints under which the human development agenda and specific goals are being pursued in almost all African countries, the focus will need to be maintained on the reallocation of budgetary and resource priorities to those that will provide the greatest dividends in human development terms and on identifying, testing and widening the use of low-cost, high-impact interventions for human investment and social welfare.

23. Clear distinctions can be made between countries in terms of both the likelihood of achieving specific goals and in the strategies and approaches being adopted in these efforts. There are a few countries in sub-Saharan Africa, for example, Benin, Botswana, Mauritius, Namibia, Senegal and Zimbabwe, where the current situation is such that virtually all of the mid-decade goals are achievable. Most countries in sub-Saharan Africa are in a situation where achievement of some goals is within reach, but there is a need to generate more political will, reinforce existing systems of management and service delivery and prioritize human and financial resources in order to achieve the goals. There are a number of especially challenging countries where progress is markedly uneven. Fundamental restructuring of management systems and review of mechanisms for service delivery are required if the goals are to be achieved. There is also a group of countries facing complex emergencies which probably can only achieve selected goals in specific geographic zones and among targeted population groups, given prevailing security conditions; examples of these countries include Angola, the Congo, Liberia, Mozambique, Rwanda, Sierra Leone, Somalia, Togo and Zaire.

24. Several countries have adapted the goals to reflect their own realities. This is particularly important if achievement of tangible results is to contribute to building momentum in other areas. Many countries, including

Burundi, Kenya and Zambia, have adopted goals to control AIDS infection rates. Similarly, efforts have been adopted in Equatorial Guinea, Kenya and the United Republic of Tanzania for malaria control, and in several countries rapid progress has been made in promoting the use of chemically impregnated bed-nets. These techniques hold great promise, as has been demonstrated in the Gambia, for cost-effective approaches to malaria control at the household level. Planning for and implementing mid-decade goals will provide important lessons for the achievement of those goals and can help refocus activities that support the broader World Summit for Children goals of improvements in educational achievement and nutritional status and the enhancement of the status of girls and women.

25. UNICEF analysis of the situation of countries in West and Central Africa suggests that at least 10 countries are likely to achieve the core mid-decade goals in the areas of immunization, elimination of micronutrient deficiencies, breast-feeding and eradication of dracunculiasis (guinea worm disease), and that a further 10 will be able to achieve these goals in at least some geographic areas if identified obstacles (managerial, financial and behavioural) are overcome. In eastern and southern Africa, UNICEF analysis suggests that the mid-decade goals related to health, including immunization, are feasible for most countries, particularly if the widespread moves towards strengthening health care delivery systems, with an emphasis on community participation and cost-effective interventions as embodied in the Bamako Initiative, are sustained.

26. UNICEF is responding to these new challenges by supporting capacity-building at subnational levels for civil society groups concerned with human development and with improving access to information by communities and the generation of new ideas within communities. The decentralization of resources will lead to more effective service delivery and will benefit from the willingness and ability of communities to participate. It will also further a sense of ownership and involvement among the communities served.

IV. UNICEF SUPPORT FOR ENSURING CHILD SURVIVAL, PROTECTION AND DEVELOPMENT IN AFRICA: PRIORITY ACTION FOR ACHIEVING THE GOALS

A. Support through UNICEF country programmes

27. The country programme remains the principal instrument for UNICEF support to national programmes of actions at the country level. Based on a thorough analysis of the current situation of children and women and an evaluation of past programmes of cooperation, country programmes are prepared in partnership with the Government concerned, national institutions, NGOs and communities based on national priorities, and implemented, monitored and evaluated by national institutions making use of UNICEF financial and technical support as required. Within the context of the United Nations reform and with Governments' country strategy notes as guiding frameworks for United Nations country-level collaboration, the primacy of the country programming process needs to be reasserted.

28. In Africa, a key feature of UNICEF country programmes is the effort to support the decentralization of service delivery and building local capacity for improved management. These efforts are supported primarily by programmes of community-based health care and area-based initiatives to improve the quality and provision of basic services in education, health, nutrition and water supply and sanitation. Through the Bamako Initiative, many countries in Africa have witnessed a revitalization of service delivery at the health centre level through rationalized services and the institution of an essential drugs policy. Management capabilities are reinforced through micro-planning, monitoring and management training. Cost-sharing is implemented through revolving drug funds. Community participation is increased, especially in the management of services, finances and essential drugs. This process of capacity-building through the strengthening of community ownership and management will provide the impetus to increased household empowerment. The Bamako Initiative provides the foundation for achieving and sustaining the mid-decade goals related to immunization, the virtual elimination of vitamin A deficiency and the increase of the use of ORT.

29. The interface between the health system and the communities can be enhanced further on a large scale through the development of community-based systems for promoting simple preventive and curative care, as well as for advocating for major behavioural change in areas such as nutrition, hygiene and responsible sexuality. Efforts have intensified across Africa in public education, social mobilization, counselling, screening and monitoring and making contraceptives available in response to the threat of HIV/AIDS. UNICEF will continue its collaboration with the United Nations Population Fund, the World Health Organization and other partners in order to design more effective interventions in this complex area of behavioural change.

30. Area-based programmes, founded on an innovative pilot programme in Iringa, United Republic of Tanzania, are central features of the UNICEF programme approach in Africa. These programmes can have up to six main components: (a) community mobilization; (b) ensuring adequacy of food intake; (c) child development and education; (d) health, water supply and sanitation initiatives; (e) income-generating activities; and (f) children's and women's rights and protection.

31. An essential component of both the Iringa and Bamako approaches is support to systems-building to enhance people's capacity to address and find sustained responses to their own immediate and long-term needs as well as to organize communities so that they can articulate their demands for services. When properly focused, both the Bamako Initiative strategy and area-based programmes can also strengthen decentralized decision-making structures at the subnational level for improved mobilization of resources for child survival, protection and development-related activities. Such local reorientation of national or central resources is essential for the achievement of the goals.

32. The challenge of moving towards universal primary education is greater in Africa than any other region. During the 1980s, primary school enrolment fell from 79 to 67 per cent overall, despite impressive gains in Botswana, Ghana, Mauritius and Zimbabwe. UNICEF is supporting efforts to enhance quality and relevance; improve the functioning of existing systems; increase enrolment, particularly of girls; reduce drop-out and repetition rates; and improve

learning achievement. Given the constraints on financial resources, recognition of the need for the expansion and improvement of primary education is crucial. Complementary approaches to introduce and expand innovative non-formal education to those who are not likely to be reached in the near future through the regular system are essential. Strengthened links between communities and schools, as well as the active involvement of parents, NGOs and the private sector, are key strategies to support these efforts.

33. UNICEF will support major efforts in Africa to accelerate service coverage for both water supply and sanitation in a sustainable manner through national programmes of action. In particular, support will be directed to countries where access to services is lowest and present capacity weak. Sanitation and hygiene education will be given a high priority, foremost in areas where water supply coverage levels are higher. Particular emphasis will be given to improved strategy development for enhanced health and socio-economic benefits; support to dracunculiasis eradication through targeting of water supplies to most endemic villages and improved coordination of activities; strengthening links with strategic partners including multilateral and bilateral agencies; support for community empowerment, particularly the empowerment of women, through improved involvement; enhanced sector monitoring to accelerate progress; the development of strong hygiene education activities leading to behavioural change; and advocacy for increased sector funding.

34. In those countries experiencing emergency situations, UNICEF support will continue to focus on humanitarian assistance and the rehabilitation of livelihoods. In addition to country-level interventions aimed at providing immunization coverage, controlling diarrhoeal diseases and improving nutrition, UNICEF has focused on establishing early warning systems, emergency preparedness activities, emergency training and improving emergency communications. Initiatives are under way for the empowerment of communities and families through peace education and support to the psycho-social rehabilitation of war-traumatized children. Details on the emergency programme in Africa are available in document E/ICEF/1994/11.

35. UNICEF will encourage the use of international and national public and private resources for human development. This includes access to and utilization of the media to deliver basic child survival, protection and development messages and increased cooperation with the private sector, not only for the mobilization of financial resources, but also in using their networks to build new alliances and partnerships and increase outreach.

B. Alliance-building to achieve the goals

36. A critical element in ensuring the sustainability of human development programmes in Africa is the challenge to increase human and institutional capacity. As part of building the foundations for the achievement of the goals and ensuring that local knowledge, skills and commitment to these initiatives continue, UNICEF is making specific efforts to identify local African institutions to train, plan, monitor and conduct operational research on activities related to child survival, protection and development. UNICEF efforts to strengthen joint activities with institutions in Africa such as the

Regional Centre for Development and Health (CREDESA), the Tanzania Food and Nutrition Centre, the Eastern and Southern Africa Management Institute (ESAMI) and several of the university-based African research institutions have helped to harness the skills and energies of some of the best regional and national expertise. In this way, CREDESA and ESAMI support for pilot programmes helped to develop operational strategies and support implementation of the Bamako Initiative strategy in several countries in the region. This shows clearly that capacity-building is not merely the case of UNICEF strengthening local institutions, but a mutual exchange of skills and knowledge and the establishment of a shared commitment to improving the lives of children and women.

37. In addition to support to local, national and regional institutions, building partnership and alliances with regional and subregional institutions in support of Africa's children is an important part of the UNICEF strategy for Africa. OAU and the Economic Community for Africa (ECA) have important roles in providing regional forums for sharing experiences on technical issues, maintaining political commitments and facilitating intercountry cooperation for children. OAU remains an enthusiastic ally in support of Africa's children through its work programme and operations. In particular, the endorsement in 1989 by OAU of 16 June each year as the Day of the African Child has created increasing awareness, both within and outside Africa, of the concerns and the opportunities that exist for children in Africa. The potential for working with the other intergovernmental organizations at the subregional level in Africa (including, for example, the Economic Community of West African States and the Southern African Development Community) for intercountry initiatives, such as the legislation for the iodization of salt, is being vigorously pursued.

38. AfDB has committed itself to allocating 25 per cent of its lending portfolio to social programmes. UNICEF and AfDB are negotiating initiatives at the country level for support of the implementation of national programmes of action. Other cooperation with regional organizations has included a joint ECA/UNICEF publication entitled "Atlas of the African Child". The UNICEF Eastern and Southern Africa Regional Office and ECA are working to streamline information on human development indicators and to develop systems for use at the national level for monitoring the goals as articulated in national programmes of action.

39. Apart from the important role these institutions have to play in strengthening economic cooperation and integration in Africa as an important factor in sustained economic growth, there is untapped potential in working with these institutions for joint programming and advocacy in the areas of health, nutrition and household food security. Sharing of interregional experiences in the control of AIDS and the prevention of poliomyelitis, dracunculiasis and trachoma are additional areas where forging alliances and partnerships with regional institutions is crucial for sustaining long-term improvements. These types of initiatives will expand the role of UNICEF regional offices in facilitating intercountry exchanges of experience and capacities.

40. The World Bank is one of the largest donors to Africa, including in the areas of health, education and water supply and sanitation. In recent years, consultations between UNICEF and the World Bank have intensified, especially at

the sector policy and country levels. Discussions at the country level involve the use of International Development Association credit for the provision of basic health care, basic education, nutrition, and rural and peri-urban water supply and sanitation. Following the recent devaluation of the CFA franc, the World Bank, UNICEF and other donors have met with Governments in the affected countries to discuss how to monitor the impact on vulnerable groups and how international assistance may mitigate the negative impact of the devaluations on access to basic food supplies for the poor and on the provision of basic services.

41. At a more general level, UNICEF field office participation in World Bank-organized consultative group meetings or UNDP-organized round tables for a number of African countries has contributed to the systematic examination of policies and programme and project designs for their likely impact on children and women. Through participation in the sector reviews, UNICEF has assisted Governments to secure the proper priority for national programmes of action goals within these sectors and to promote greater operational efficiency through the pursuit of low-cost interventions.

V. CONCLUSION

42. A sustained joint effort by African communities, their Governments and the continent's international partners to promote and increase investment in human development and better survival, protection and development prospects for children and women is the only way out of Africa's development crisis and the only route to sustained economic growth. To avoid disillusionment, the renewed initiatives in Africa must be matched by greater and better-directed inflows of international resources and by liberating the continent from its debt burden. Through the improvement in health and nutrition, the expansion of basic education and literacy and the enhancement of the role of women in development, rapid reductions in infant and child deaths in Africa can be expected, which, in turn, will help to stem population growth, reduce environmental degradation and alleviate poverty. Thus the goals and strategies for children, as part of the broad strategy for human development, provide the central core of an urgent agenda for development in Africa in preparation for the next century.

Notes

1/ Overall strategies and basic conditions for the achievement of these goals in Africa are discussed in Africa's Children, Africa's Future: Human Investment Priorities for the 1990s and the background sectoral papers which accompany the volume.

2/ For details, see Africa's Children, Africa's Future: Human Investment Priorities for the 1990s.

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POLICY REVIEW

GENDER EQUALITY AND EMPOWERMENT OF WOMEN AND GIRLS: A POLICY REVIEW

SUMMARY

At its 1993 session, the Executive Board requested the Executive Director to prepare a report on UNICEF policy on the advancement of women and girls in the context of the growing global recognition of gender concerns as a major element in social and economic development. The Board also requested that the report include the UNICEF contribution to the preparatory activities for the Fourth World Conference on Women to be held at Beijing in September 1995.

Chapter I of the present report provides an overview of the key policy developments with regard to women and the girl child. Chapter II focuses on the synergism and the critical links between promoting gender equality and achieving the goals of the World Summit for Children. It argues for action, emphasizing the complementary and supportive relationships between the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women.

Chapter III presents a review of UNICEF programmes for women and girls, discusses the findings of the multi-donor evaluation of UNICEF, as summarized in E/ICEF/1993/CRP.7, and analyses progress made. Chapter IV outlines the priorities for action in the 1990s. It analyses the need for strengthened actions for women and girls, including mainstreaming of gender concerns, initiatives for the girl child and activities targeted at specific groups of women. It also describes the growing emphasis on achieving gender equity within the family and mobilizing youth to overcome structural gender inequalities.

Chapter V considers the organizational factors of responsibility, accountability and coordination for achieving gender equality and the empowerment of women, while chapter VI outlines the UNICEF contribution to the Fourth World Conference on Women.

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I. BACKGROUND

1. The evolution of the UNICEF policy on women reflects the increasing awareness of the contributions of women to economic and social development and the need to strengthen the relationship between programmes for women and the strategies for the achievement of the child survival and development (CSD) goals. In the early years of UNICEF, basic health and social services programmes emphasized the role of women as mothers, child caretakers and home-makers and promoted the education of women and girls. Since the mid-1960s, it has become increasingly evident that improving the status of women is an essential part of social development. This awareness led UNICEF to adopt an expanded definition of the role of women, one that recognized not only their nurturing and reproductive functions, but also their needs and responsibilities in the economic and nutritional welfare of their families and as community leaders. The UNICEF basic services strategy in the 1970s promoted health and education of women and girls, provided training and support for the economic activities of women and encouraged their participation in the community management of services.

2. The policy on women in development approved by the Executive Board in 1985 (E/ICEF/1985/L.1) recognized that women should be the focus of attention in UNICEF cooperation with Governments (E/ICEF/1985/12, paras. 90-94). That policy was the logical extension of the previous policy, approved by the Board in 1980 (E/ICEF/L.1409), which advocated a broad perception of the roles played by women in society and in the development process (E/ICEF/673, para. 149). The implementation strategy approved by the Executive Board in 1987 (E/ICEF/1987/L.1) proposed a comprehensive approach to incorporating the needs and concerns of women as a specific target for programme action (E/ICEF/1987/11, decision 1987/18). It recommended that UNICEF strengthen, within the framework of its regular country programme strategy, activities that improve the education and health of women and promote their social and economic empowerment, both in their own right and as the key to CSD. The recognition of the strong relationship between the social and economic position of women and the well-being of children resulted in increased attention to women's literacy, access to credit, economic activities, labour-saving devices and mobilization and organization to encourage participation in decision-making in their communities.

3. The goals and strategies for children in the 1990s, approved by the Executive Board in 1991 (E/ICEF/1991/15, decision 1991/10), contain many specific references to girls and women. Both the Convention on the Rights of the Child and the World Declaration on the Survival, Protection and Development of Children, adopted at the World Summit for Children, which form the basis for the goals for the 1990s, put a major emphasis on equal opportunities for girls. In promoting the universal rights of children and in placing children first on the human development agenda, the World Summit for Children, in September 1990, singled out the situation of the girl child and called for support for her development. The World Declaration emphasizes the importance of strengthening the role of women in general and of ensuring their equal rights. It states, "Girls must be given equal treatment and opportunities from the very beginning".

4. The focus on the girl child and on the pattern of neglect that impedes her normal growth and development at different stages of life led to the adoption of a "life cycle" framework for analysis and action. It identifies the context and conditions of persistent discrimination against girls and women and stresses that specific action should be formulated at each stage of life to eliminate gender-based disadvantages. In decision 1990/17 (E/ICEF/1990/13), the Executive Board called on UNICEF to address the status of the girl child and her needs, particularly in health, nutrition and education, and to give the girl child every opportunity to gain equal status and treatment in order to grow and develop to her full potential.

5. The UNICEF medium-term plan for the period 1992-1995, approved by the Executive Board in 1992 (E/ICEF/1992/3), identified the status of women and girls and their participation in development and empowerment as a central focus of UNICEF cooperation (E/ICEF/1992/14, decision 1992/12). It pointed out that the empowerment of women is a crucial factor in social justice, equity and development and in the fulfilment of the commitment made by Governments in the Declaration of the World Summit for Children.

6. UNICEF policies have been guided by a growing understanding of gender-based discrimination and of the needs of the girl child. This is evident in programme areas where the concern for girls and women converges with CSD, namely in maternal and child health care, nutrition, education, income generation and water supply and sanitation, as reviewed briefly in chapter III of the present report. The specific provisions in the Convention on the Rights of the Child for gender equality and improving the situation of the girl child establish an important link with the Convention on the Elimination of All Forms of Discrimination against Women and women's rights.

7. At its 1993 session, the Executive Board requested the Executive Director to prepare a report on UNICEF policy on the advancement of women and girls in the context of the growing global recognition of gender concerns in social and economic development. It also requested that the report include the UNICEF contribution to the preparatory activities of the Fourth World Conference on Women to be held at Beijing in 1995.

8. The present report, responding to the request of the Executive Board, gives a brief review of the efforts of UNICEF to implement its policies and strategies on girls and women and highlights priorities in advocacy and programme actions for the equality and empowerment of girls and women in the 1990s. It also indicates measures for strengthening accountability and responsibility for policy implementation at headquarters and in field offices and outlines the UNICEF contribution to the Fourth World Conference on Women.

II. GOALS AND STRATEGIES FOR CHILDREN AND GENDER EQUALITY

9. The Convention on the Rights of the Child sets forth universal standards for the creation of a positive environment for all children. Article 2 demands that discrimination among children be eliminated. The World Summit for Children and Executive Board decisions 1990/10 and 1990/17 similarly highlight the need for reducing disparities between boys and girls and urge that girls should

receive priority attention in national programmes of action. The universal goals set by the World Summit, and adopted in the national programmes of action, cannot be achieved unless girls are targeted equitably in programmes on child survival, development and protection. Not only does the setting of gender-sensitive targets become critical in the achievement of goals for children, it also provides unique opportunities to reverse the discrimination faced by girls in all stages of life. It establishes the need to gather gender-disaggregated data on all facets of childhood development. For example, the achievement of the goal of universal access to basic education and completion of primary education by at least 80 per cent of primary-school-age children by the year 2000 requires that equal opportunities be provided to both girls and boys for school enrolment, reversing past and current neglect of girls, and that gender-sensitive monitoring of school attendance and performance be undertaken.

10. Twelve of the goals of the World Summit relate explicitly to the special needs of girls and women (see annex I). They include halving the maternal mortality rate, doubling the adult literacy rate, achieving equal educational opportunities for boys and girls and recognizing the special health and nutrition needs of females during early childhood, adolescence, pregnancy and lactation. The emphasis placed on the empowerment of women and their participation in planning and implementing the strategies to achieve the goals for children recognizes that reaching the goals is contingent upon the improvement of the status of women. The social and economic situation of women as de facto managers of households, income earners, caregivers of family health and nutrition and as mothers profoundly affects efforts to reduce infant and child deaths and child malnutrition. This synergistic relationship is reflected in a comprehensive approach that incorporates the needs and concerns of women in the overall development process and promotes their equality and empowerment.

11. The Convention on the Elimination of All Forms of Discrimination against Women further safeguards the interests of the girl child and ensures her legal status and social development, especially in conjunction with the Convention on the Rights of the Child. Several articles of both Conventions contain the principles of equitable health care, abolition of traditional practices prejudicial to the health of children and protection from sexual abuse and exploitation. The goals of the World Summit for Children complement those of the Nairobi Forward-looking Strategies for the Advancement of Women. All of these initiatives provide a broad conceptual and ethical foundation for action to promote the equality and empowerment of girls and women.

III. REVIEW OF UNICEF PROGRAMMES FOR WOMEN AND GIRLS

12. UNICEF has used three major operational approaches to implement its policies and strategies regarding girls and women: "mainstreaming" gender concerns; promoting gender-specific programme activities targeted at girls and women; and giving special attention to the girl child. Generally, the three approaches have overlapped country programmes, contributing to the overall objectives of eliminating gender discrimination and improving the status of women.

A. Mainstreaming

13. The policy and operational strategy for women in development call for the integration of the needs and concerns of women into the mainstream of UNICEF programmes of cooperation, with an emphasis on the multidimensional roles and responsibilities of women. The strategy emphasizes that programmes in all major sectors should respond directly to the needs and concerns of women within the framework of human and social development objectives and programmes. This development approach is in contrast to welfare measures to alleviate specific situations of disadvantage or deprivation suffered by women. The policy, however, does not exclude specific programmes and projects for women, where circumstances make it necessary, as a means of enabling women to participate in mainstream social and economic development. In practice, mainstreaming often has called for supporting gender-specific activities as well as highlighting the situation of and advocacy for the girl child.

B. Women-centred activities

14. With mainstreaming as a general strategic framework, UNICEF has supported a wide range of programme activities for the advancement of women and girls through advocacy, policy-oriented research and technical cooperation. There have been many successful examples in the sectors of health, education, income generation and water supply and sanitation of addressing the needs of women and girls and of promoting their participation in community development. For instance, income-generating activities aimed specifically at women in poverty, and including actions for improving the access of women to credit and productive resources, have been included in area-based programmes in both rural areas and urban slums in Bangladesh, Colombia, Egypt, Ethiopia, Guatemala, India, Indonesia and Nepal. Such activities have enhanced the social and economic status of women. In some instances, those projects also provided the opportunity for women to organize and participate in the planning and management of the activities. However, the relatively small number of direct beneficiaries in many projects has meant that the impact on the overall social and economic situation of women and children generally has been modest.

15. Some successes have been achieved in integrating women's concerns in national development policies and country programmes of cooperation, in particular in Ethiopia, Namibia and Pakistan. UNICEF actions for effecting change in the overall situation and status of women have been directed mainly at advocacy and support of the national preparatory process of the Convention on the Elimination of All Forms of Discrimination against Women and the establishment of national programmes in over 40 countries, including Bangladesh, Bolivia, Botswana, Cape Verde, the United Republic of Tanzania and Zimbabwe.

C. Initiatives for the girl child

16. The Convention on the Rights of the Child and related policy thrusts stimulated regional and country-level actions for advocacy and mobilization in favour of girls in the survival and development of children and the elimination of social and cultural discriminatory practices. Social mobilization has

focused on changing social attitudes, particularly those related to the preference for sons in most countries in Africa, Asia, the Caribbean and Latin America. In more than 50 countries, the systematic collection and analysis of gender-disaggregated data on demographic and social indicators of health, education and nutrition at national, regional and subnational levels have helped to identify problem areas, such as adverse health and nutritional status of the girl child and factors inhibiting the enrolment and retention of girls in school. The analysis of disaggregated data has stimulated the development of specific programmes targeted at disadvantaged girls and women in Bangladesh, India, the Islamic Republic of Iran, Nigeria, Turkey and other countries. In the area of exploitation of girls in exceptionally difficult circumstances, especially the working girl child and commercial sex workers, initiatives by non-governmental organizations (NGOs) have generated support for fundamental changes in social attitudes and practices. The efforts in Burkina Faso, Chad, Kenya, Nigeria, Senegal and the Sudan, among others, for the eradication of such harmful traditional practices as female genital mutilation and early marriage have drawn attention to the need for legislation and social sanctions banning such practices. However, it is clear that deep-rooted attitudes and values change very slowly, and determined and patient efforts to bring about change must be made.

17. The progress achieved in policy dialogue and advocacy for the girl child has resulted in the adoption of actions and targets of the mid-decade goals and the goals for the year 2000. For instance, in order to achieve universal access to primary education, and completion by at least 80 per cent of primary-school-age children, Bangladesh, India and Pakistan and other countries with wide gender disparities in education have adopted specific measures for the education of girls. The measures include special schools, appointment of female teachers, incentives for families, social mobilization for changing attitudes and provision of day-care services to release girls from the responsibility of child care. Similarly, gender-sensitive monitoring of nutritional status among children has resulted in special information and communication campaigns promoting action at the household level against discriminatory nutritional practices. The reduction in infant mortality among boys and girls also requires gender-sensitive monitoring and specific actions directed at such causal factors as the low level of education of women, early marriage of girls and incidence of teenage pregnancy. The recent global consultation on the girl child, held in India in February 1994, deliberated those and other critical issues and recommended strategies for integrated programme actions as appropriate to the country situation.

D. Overall assessment

18. The multi-donor evaluation of UNICEF, as summarized in E/ICEF/1993/CRP.7, in its review of the implementation of the 1987 policy and the medium-term plan for the period 1992-1995, reports that "UNICEF has worked to refine its understanding of these objectives and to implement the policy in its entirety", and that "efforts have been made to link advocacy for children with the struggle for the empowerment of women". 1/ It also points out the difficulties faced in translating goals for mainstreaming and integration into visible objectives and actions in country programmes. It recommends that concerted efforts be made to

address the gap between stated priorities and concrete actions, especially by involving women's organizations and groups in programmes for capacity-building and empowerment.

19. The multi-donor evaluation commended UNICEF leadership in advocacy for the girl child and its achievements at regional and national levels in policy dialogue and programme development. It noted that moving from advocacy to concrete action depended on the understanding, among UNICEF staff, of the implications of structural gender inequalities. Sectoral programmes, it noted, have not given adequate attention to the multiple roles of women. The report argued that since women are the primary health care providers for their families and communities, recognition of the complexity of the roles of women in health care programmes was important. Women must be assisted in carrying out the responsibilities associated with their other roles, such as earning an income. The report recommended enhancing the capacities and skills for gender-responsive, intersectoral, cross-cutting programme development and a common understanding of the synergistic relationship between the advancement of women and the well-being of children. It emphasized the need for the evolution of the welfare-oriented income-generating projects (mostly in area-based programmes) to broad-based strategic initiatives for capacity-building and empowerment of women at the grass-roots level. The report recognized the special challenge for UNICEF in many instances where the national environment is not conducive to promoting social equity and empowerment of women.

20. Mainstreaming women's concerns in UNICEF programmes has been influenced in some instances by the varying levels of interest and individual commitment to gender equality and the empowerment of women among UNICEF staff; inadequate accountability with regard to the integration of gender concerns; inadequate resources for planning and implementing programmes and widespread integration efforts for women; and insufficient understanding among some staff of the critical significance of strategic "status-related" interventions to the overall advancement of women. It recommends gender-analysis training to enhance capacities of staff and the development of clear, operational guidelines to facilitate the implementation of policy.

B. UNICEF response

21. UNICEF has attempted to address the recommendations of the multi-donor evaluation of UNICEF. Increased attention has been given to the establishment of gender-sensitive monitoring systems to achieve the goals for children, with priority for the girl child. To encourage gender-responsive programme development, UNICEF has adapted the Women's Equality and Empowerment Framework 2/ as an operational tool. The framework postulates that gender inequality exists at five levels, namely, welfare; access to resources; awareness-raising; participation in decision-making; and control over resources and developments in the social, economic and political spheres. Through systematic gender analysis of the problems and needs of children and women, the magnitude and severity of the disparities and inequalities can be assessed in terms of the above levels. Accordingly, it is possible to design appropriate programme responses to reduce the disparities and overcome the causes of inequalities in a dynamic manner. (See annex II for details of the framework.)

The framework has demonstrated its effectiveness in goal setting and strategy formulation for gender-responsive programmes; in accelerating the participation of women in such areas as health, education, water supply and sanitation; and in incorporating gender concerns in sustainable community-based social action for change.

22. A major thrust is directed towards building and enhancing the capacities of UNICEF staff through extensive training in gender analysis and in the application of the Women's Equality and Empowerment Framework. To this end, a training package providing the theoretical and practical application of the Framework has been developed and tested. A global network of experts has been established to provide technical support to regional and country offices to strengthen capacity for gender-responsive and gender-sensitive programme development. During 1993 and early 1994, more than 650 UNICEF staff in regional and country offices received training in gender analysis. Special briefings were arranged for senior management. Technical support was provided to incorporate gender perspectives in the country programme preparation process on a selective basis. Further measures for strengthening actions and programmes for effective implementation of policy and achievement of the equality and empowerment of women and girls in the 1990s are indicated in the following chapters of the present report. In this regard, UNICEF views the preparations for the Fourth World Conference on Women as an opportunity to reinforce ongoing efforts to promote policies and programmes on gender equality and empowerment within the framework of the development of children and women.

IV. PRIORITIES FOR ACTION

A. The need for new emphases

23. The conceptual basis and principles of action for girls and women emerge from the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women, the Declaration of the World Summit for Children and the Nairobi Forward-looking Strategies for the Advancement of Women. UNICEF policy on women and girls has reflected these principles. As noted above, the Women's Equality and Empowerment Framework provides a practical tool for work on gender equality and the empowerment of women and girls.

The girl child

24. The life-cycle framework of analysis has led to greater integration of the needs of the young child in such programmes as health, nutrition and education. This focus on the young child needs to be maintained and strengthened. At the same time, it has become evident that the older girl (10 to 18 years of age), who is usually out of school in most countries of South Asia, Africa and Latin America, is vulnerable because of early marriage and early pregnancy. In addition, her health, nutrition and social support needs are neglected. A higher priority has to be given to advocacy for the special needs of adolescent girls and to integrated multisectoral programmes to meet those needs.

Gender and development approaches

25. During the late 1980s and early 1990s, there was a shift towards wider recognition of the gender dimension in development strategies, as reflected in the International Development Strategy for the Fourth United Nations Development Decade and in Agenda 21, adopted at the United Nations Conference on Environment and Development. This new perspective points to the need to identify ways to make development more equitable and sustainable for all sectors of society. As the preliminary version of the 1994 World Survey on the Role of Women in Development states, "Gender is a fundamental organizing principle of human society and is a source for inequality. The concept refers to socially constructed relationships between men and women that are linked to the State, the economy and to all macro and micro processes and institutions. Policies that target women only cannot achieve the best results, nor can those which assume that public actions are gender-neutral in their effects. Hence, promoting gender equality implies a profound change in the socio-economic organization of societies: not only in the way women work, live and care for other members of their households, but also in the way men do, and in the way their respective roles in the family and community are articulated with the need to earn a living." 3/

26. The earlier women in development approach followed in development cooperation programmes (including those of UNICEF) made the social and economic contributions of women visible and identified women as a special target group for development services. It recognized their role and advocated the integration of the needs of women in mainstream development, particularly in access to resources for production and income generation. The "gender" approach builds on those concepts and principles and emphasizes that actions need to be directed to the fundamental structural causes that determine the status and role of men and women. It recommends that actions for change be introduced in an equitable and sustainable manner. It demands that policies and programmes reflect gender equality and empowerment as both the means and the goals of sustainable development.

27. As a result of the shift from the perspective of women in development to one of gender and development, UNICEF is now analysing the situation of women and girls in terms of the gender relationships that determine and perpetuate inequality. Such analysis will form the basis for programme formulation. It also calls for recognition of the diverse roles played by both men and women in child care and for greater attention to the parenting role of men. It implies that programmes should be directed at gender equality and empowerment of women to overcome underlying structural inequalities.

28. Increased attention to poverty alleviation in international and national development efforts is an important feature of the gender and development focus. Poverty is not gender-neutral. Economic recession, structural adjustment and high inflation continue to undermine the survival and well-being of women, who constitute the majority of the poor in most countries. Increasingly, women and adolescent girls are forced to work long hours in agriculture and subsistence food production for low wages. This is usually at the expense of their welfare, dignity and social status and suggests the need to promote selective activities for women.

Gender needs in emergency situations

29. There is growing evidence that there are gender differences in the severity and nature of impact of natural disasters, armed conflict and civil strife on men and women. Women and girls are more vulnerable as victims of violence, sexual abuse and exploitation. They also are compelled to assume total responsibility for the survival of their families and sometimes of their communities in the absence of males. The need for systematic responses to emergency situations that take gender into account is a priority for two major reasons. First, as the most affected group, women and children must be given opportunities to participate in decision-making and their special needs must be considered. Second, the incorporation of gender perspectives in the transition from relief assistance to development cooperation is crucial in the process of reconstruction, rehabilitation and development. Similarly, gender-conscious strategies and programmes are required for the special risk factors faced by women and girls in addressing the problems of acquired immunodeficiency syndrome (AIDS) and the human immunodeficiency virus (HIV).

Legal status of women

30. In many countries, the low status of women is manifested in discriminatory and inequitable legislation, customary laws and practices. Such social barriers continue to curtail the equal participation of women in the control of community resources and entitlements. During the 1980s, new opportunities emerged for the review and revision of national legislation through the ratification and implementation of the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child. The Nairobi Forward-looking Strategies for the Advancement of Women were also important in advocacy and consciousness-raising. These international instruments provided a framework for the equal participation of women in the emerging democratization and decentralization processes of the 1990s. On another plane, the groundwork was laid to analyse the existing role and responsibilities of men and women within the family and community and to promote more equitable social and economic relationships at all levels.

B. Major priorities

31. On the whole, UNICEF activities will continue to focus on the three approaches of mainstreaming of gender concerns in development, special attention to the girl child and specific women-centred activities.

32. The central importance of overcoming gender bias in the achievement of goals for children and women has been discussed in paragraphs 9 to 11 above. In this regard, UNICEF needs to:

(a) Ensure attention to gender disparities in the achievement of all the goals of the Declaration of the World Summit for Children as they are reflected in national programmes of action and UNICEF country programmes;

(b) Ensure special attention to the achievement and sustainability of the supporting goals of the Declaration, which directly and indirectly affect the situation of women and girls;

(c) Ensure that all country programmes of cooperation submitted to the Executive Board include explicitly targeted initiatives focusing on the needs of the girl child at every stage of development and on promoting gender equality and empowerment;

(d) Strengthen the UNICEF response to gender needs in programme activities in emergency situations, with particular attention to protecting women and girls against violence;

(e) Ensure that UNICEF policy and programme documents, guidelines and training packages reflect adequately the above objectives.

33. UNICEF programmes must also:

(a) Advocate the universal ratification by 1995 of the Convention on the Rights of the Child and the acceleration of the ratification of the Convention on the Elimination of All Forms of Discrimination against Women;

(b) Promote the participation of NGOs in advocacy of and programmes for the advancement of women and girls and build alliances with all organizations, groups and entities, such as women's organizations, local leaders, parliamentarians, professional organizations, cultural groups, religious bodies and the media, that share UNICEF priority concerns.

C. Programme elements

Mainstreaming gender concerns

34. Gender analysis will be the basis for mainstreaming gender concerns in UNICEF programmes and activities to achieve the goals of the World Summit for Children. The Women's Equality and Empowerment Framework will be applied as the operational tool for assessing the nature and magnitude of discrimination and disparity and the level of empowerment of women at every step of the UNICEF country programme process. (See annex II for details on the Framework.) Mainstreaming will include integration of women in such programmes as health, nutrition, education and water supply and environmental sanitation and in the promotion of the empowerment of women for effective participation in community-based programmes for sustainable social action.

Advocacy and actions for the girl child

35. Today's girl child is tomorrow's woman. Unique opportunities have been created in this decade for action in favour of disadvantaged girl children and women with the ratification by over 154 countries of the Convention on the Rights of the Child and the formulation of national programmes of action in about 100 developing countries. Strategies and actions to eliminate and reduce disparities in the life cycle of the girl will need to be strengthened in the

sectors of health, nutrition, education, water supply and sanitation, and linkages should be established with the intersectoral programmes of area-based projects, as noted in paragraph 24 above. Holistic and integrated approaches will include actions targeted specifically at the girl child as well as national, regional and international advocacy of appropriate policies and legislation. Efforts to mobilize attitudinal and behavioural change, especially in such critical areas as early marriage, female genital mutilation, teenage pregnancy and female infanticide, will be intensified through support to local and national groups and organizations.

Women-centred activities

36. While integration of gender concerns in programmes will remain a major thrust, specific activities will need to be targeted at women in poverty and women and girls in especially difficult circumstances. For example, promotion of local banking services for women will enhance their access to credit for agricultural or entrepreneurial activities. In the medium term, special support may be needed for projects to improve the legal status of women, collect and analyse gender-disaggregated data, conduct policy-oriented research and special studies, build capacity of women's organizations, and provide child-care facilities for working mothers. Similarly, specific programmes will be necessary to meet the needs of women and girls in emergency situations of armed conflict, civil strife and environmental disasters, those who are victims of domestic violence, and destitute women and girls living in urban slums and environmentally degraded areas.

Gender-equity in the family and community

37. For the most part, behaviour, attitudes and values regarding gender are learned and perpetuated within the family. Recent studies on changing family patterns indicate that growing numbers of children are not benefiting from the resources of their fathers, to which they are entitled, and mothers must take full responsibility and carry the burden. Past UNICEF policies and programmes have not paid adequate attention to the role of fathers in sharing family responsibilities and child rearing. Therefore, to be gender-responsive, there is a need for special programme thrusts directed at promoting equity within the family and strengthening the parenting role of men.

38. At the community level, the role of women as decision makers in community management should be strengthened in the emerging community-based structures. Efforts must be made to eliminate gender stereotyping, thus promoting equal opportunities for women and men to achieve their full potential. The opportunities created by the democratization process in many countries should be seized to enable women to exercise their political rights and to assume leadership positions.

39. The mobilization of youth will help to overcome traditional barriers of structural gender inequalities by harnessing their energy, fervour and desire for social change. The involvement of both young men and women in changing gender-stereotyped roles and in their increasing acceptance of more responsible sexual roles has been crucial in campaigns to prevent the spread of HIV and AIDS. UNICEF is keenly interested in the youth initiative connected with the

Fourth World Conference on Women, aptly titled "Voices for Change". This initiative will reach equal numbers of young men and women and encourage them to identify crucial gender issues for consideration at the Conference and beyond, in the twenty-first century. It provides UNICEF with a unique opportunity to introduce change in inter-generational concepts of gender, thereby leading to a more equitable society.

D. Areas of priority action: a summary

40. In summary, the following emerge as important areas for continued action at all levels in the achievement of the above priorities:

(a) Review, in each country, of existing policies and strategies, including legal instruments, taking into account cultural obstacles and underlying structural inequalities;

(b) Support for the development and implementation of gender-sensitive national policies and programmes in furthering the aims of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women;

(c) Advocacy and actions for the girl child;

(d) Collection and analysis of gender-disaggregated data and establishment of appropriate monitoring systems;

(e) Development of relevant indicators for assessment of the gender-responsiveness of programmes in line with the Women's Equality and Empowerment Framework;

(f) Building of capacities for gender analysis at several levels through training and sensitization;

(g) Advocacy and social mobilization for innovative policies and gender-sensitive legal provisions and administrative practices;

(h) Provision of opportunities for mobilization and organized participation of women at community, local and national levels through improved access of women and girls to information, education and communication;

(i) Building of alliances among government agencies, NGOs, women leaders, social activist groups and others to create a positive environment for the effective participation of women in the emerging democratization and decentralization process in many countries.

V. RESPONSIBILITY, ACCOUNTABILITY AND COORDINATION

41. Mainstreaming of gender concerns in UNICEF programmes will be made possible through the establishment of appropriate mechanisms at all levels. Reviews of annual and other reports from the field will be expanded and technical support will be strengthened in the programme preparation process.

42. Capacity-building efforts will be strengthened to train UNICEF staff and their counterparts. It is proposed that 80 per cent of all UNICEF professional staff be trained in gender analysis and in the application of the Women's Equality and Empowerment Framework by 1995. This will enhance the gender-analysis skills of staff members and help to create and promote a gender-sensitive work environment.

43. While the responsibility and accountability for policy implementation will rest with the UNICEF representative in the country office, the integration of gender and development in UNICEF programmes will be the responsibility of all professional staff. To support the integration of gender perspectives in programmes, a focal point will be designated in each office to assist in this task. The staff member designated as focal point will provide technical support to programme preparation and be responsible for advocacy and programme actions related to gender needs and concerns. Similarly, the regional adviser (gender and development), or a designated senior staff member in regional offices, will provide technical support to the country offices, as required.

44. At headquarters, the Director of the Programme Division has overall responsibility for ensuring policy implementation and accelerating the achievement of gender equality and empowerment of girls and women. The various sections of the Programme Division will share the responsibility for the integration of gender concerns in their sectoral programmes. The Gender and Development Section will continue its lead role in policy formulation, strategy development and monitoring of policy implementation. In the medium term, it will continue to support capacity-building efforts. The Section has a direct working relationship with the gender and development focal points of other United Nations agencies and with the Division for the Advancement of Women of the Secretariat. It will serve as the focal point within UNICEF for the preparatory activities for the Fourth World Conference on Women.

45. It will be necessary to strengthen mechanisms to ensure accountability of individual staff members in the achievement of gender-related goals. The following measures are suggested to enhance existing mechanisms:

(a) Gender awareness should be adopted as a criterion, inter alia, in the appointment and promotion of staff and in the selection of consultants;

(b) The assessment of the staff member's performance related to the integration of gender concerns should be included as part of the guidelines of the annual performance evaluation report of all professional staff;

(c) UNICEF will strengthen further its efforts to promote gender sensitivity in the workplace by offering appropriate training and by creating a conducive environment. Efforts will continue to promote gender-sensitive

behaviour of all staff; create equal opportunities for women staff and eliminate gender-stereotyping in assignments; and facilitate "family-friendly" provisions of child care for male and female staff.

46. Institutional mechanisms and resources for the coordination and monitoring of policy implementation will be established and strengthened at all levels, as needed. The mechanism for this purpose will be a steering committee or a task force at UNICEF offices and in the Programme Division at headquarters. Within the overall policy of keeping down the number of headquarters staff, consideration must be given to strengthening the capacities and resources of UNICEF, commensurate with the scope and magnitude of the challenges.

47. UNICEF will continue to coordinate and collaborate with other United Nations agencies, donor agencies, NGOs and women and youth organizations by:

(a) Assuming leadership for advocacy, fund-raising and programme development in relation to the girl child, youth and gender perspective in the context of the goals of the World Summit for Children. UNICEF will support and participate in special task forces or working groups of the organizations concerned and will remain active in such inter-agency forums as the Joint Consultative Group on Policies and the UNICEF/World Health Organization Joint Committee on Health Policy. Further, the priorities of gender equality and the empowerment of women will be central to UNICEF inputs to the Fourth World Conference on Women, the International Conference on Population and Development in 1994, the World Summit for Social Development in 1995 and the 1994 International Year of the Family;

(b) Establishing and strengthening collaboration with other interested agencies in developing a set of social and economic indicators to assess progress in the equality and empowerment of women.

VI. UNICEF CONTRIBUTION TO THE FOURTH WORLD CONFERENCE ON WOMEN

48. The Fourth World Conference on Women: Action for Equality, Development and Peace provides a unique opportunity for advocacy and action to promote gender equality and the empowerment of women, the goals of the World Summit for Children and universal ratification and implementation of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. UNICEF will play an active role in global, regional and national preparations for the Conference.

49. A major outcome of the Conference is expected to be the adoption of a platform of action that will identify specific goals and strategies in the key areas affecting the advancement of women. This provides a concrete opportunity to connect the goals for children and women with the mobilization of international commitment to those goals.

50. The main thrust of UNICEF support will be collaborative efforts with international and national agencies and focal points in United Nations and government agencies and NGOs in furthering the above objectives. An ad hoc inter-agency committee has been formed with the Secretary-General of the

Conference as chairperson. Participation in this committee and in other forums allows UNICEF to coordinate its activities and support with those of the Conference secretariat and other United Nations agencies. At regional and country levels, UNICEF supports preparatory activities in collaboration with United Nations regional commissions and other United Nations agencies. It is anticipated that UNICEF, at the invitation of Governments, will be a member of national steering committees designated to plan and undertake the preparatory activities for the Conference and will play an active role in the inter-agency committees. The following activities have been identified as main areas of cooperation in the preparatory process:

(a) At headquarters: UNICEF has agreed to assign a senior UNICEF staff member to the Conference secretariat. An internal task force has been formed to coordinate UNICEF support to the Conference. An executive directive has been issued to field offices on UNICEF commitment to the Conference, recommending areas for action at regional and national levels, such as special meetings and events for advocacy of UNICEF concerns, in collaboration with international NGOs, women's organizations and youth organizations. At headquarters, documentation and the production of publications and other materials will be undertaken, as required;

(b) At the regional level: UNICEF will collaborate with the United Nations regional commissions in the formulation of the agenda of the regional expert group meetings. It will support working groups, NGO planning committees, preparatory conferences, NGO forums and youth forums. In the course of this collaboration, UNICEF will provide inputs for the agenda, support documentation, sponsor representatives from countries of the region and facilitate media support for these events. It will promote regional networks for the Conference and involve such organizations as the African Women Development and Communication Network in Africa, the Network of Parliamentarians in Latin America and Development Alternatives with Women for a New Era, an organization promoting the advancement of women in the South;

(c) At the country level: UNICEF will participate directly in national steering committees, have dialogues with the national focal points in government and non-governmental sectors and participate in inter-agency coordinating committees. It will support the formulation of the platform of action and the establishment of NGO and youth networks. This will include analysis of the situation of women and girls, policy reviews and preparation of background information in connection with the formulation of the country paper and the platform of action;

(d) Simultaneously, UNICEF will promote the mobilization of public support, starting with grass-roots women's organizations, youth organizations and local organizations for wider discussion, understanding and articulation of critical issues within the country and at the Conference. It will advocate the ratification of the Convention on the Elimination of All Forms of Discrimination against Women, drawing on its complementarity with the Convention on the Rights of the Child. Policies regarding the girl child will be a special focus for advocacy and support. Activities will generate awareness and interest in the communication media about gender issues and national and international activities related to the Conference. An important area of support will be

documentation of successful experiences and publication and dissemination of information through the women's network and at the Conference.

Notes

1/ Evaluation of UNICEF, Sector report on Women in Development and Community Participation, Working Paper, December 1992.

2/ Sara H. Longwe, 1991 "Gender Awareness: the Missing Element in the Third World Development Project", Changing Perceptions: Writings on Gender and Development (Oxford: Oxfam), 1991.

3/ A/48/70-E/1993/16.

Annex I

GOALS FOR CHILDREN AND DEVELOPMENT IN THE 1990s AND GENDER EQUALITY

1. The achievement of the seven major goals adopted at the World Summit for Children will require specific attention to the situation of women and girls and to the achievement of gender equality. The goals of halving the maternal mortality rate (MMR) and reducing the adult illiteracy rate have specific references to women. The universal scope of the major goals listed below and the widespread gender imbalance in respect of these goals make a strong gender perspective critical to the success of the efforts to achieve the following:

(a) Between 1990 and the year 2000, reduction of the infant mortality rate and the under-five mortality rate by one third, or to 50 and 70 per 1,000 live births, respectively, whichever is less;

(b) Between 1990 and the year 2000, reduction of MMR by one half;

(c) Between 1990 and the year 2000, reduction of severe and moderate malnutrition among children under five years of age by one half;

(d) Universal access to safe drinking water and to sanitary means of excreta disposal;

(e) By the year 2000, universal access to basic education and completion of primary education by at least 80 per cent of primary-school-age children;

(f) Reduction of the adult illiteracy rate (the appropriate age-group to be determined in each country) to at least one half of its 1990 level, with emphasis on female literacy;

(g) Improved protection of children in especially difficult circumstances.

2. Among the 26 supporting goals, the following directly and explicitly relate to improving the status of girls and women:

(a) Special attention to the health and nutrition of the female child and to pregnant and lactating women;

(b) Access by all couples to information and services to prevent pregnancies that are too early, too closely spaced, too late or too numerous;

(c) Access by all pregnant women to prenatal care, trained attendants during childbirth and referral facilities for high-risk pregnancies and obstetric emergencies;

(d) Universal access to primary education, with special emphasis on girls and on accelerated literacy programmes for women;

(e) Reduction of iron deficiency anaemia in women by one third of the 1990 levels;

(f) Empowerment of all women to breast-feed their children exclusively for four to six months and to continue breast-feeding, with complementary food, well into the second year;

(g) Maintenance of a high level of immunization coverage (at least 90 per cent of children under one year of age by the year 2000) against diphtheria, pertussis, tetanus, measles, poliomyelitis and tuberculosis, and against tetanus for women of child-bearing age;

(h) Universal access to basic education and achievement of primary education by at least 80 per cent of primary-school-age children through formal schooling or non-formal education of comparable learning standard, with emphasis on reducing the current disparities between boys and girls;

(i) Reduction of the adult illiteracy rate (with appropriate age-group to be determined in each country) to at least one half its 1990 level, with emphasis on female literacy.

Annex II

THE WOMEN'S EQUALITY AND EMPOWERMENT FRAMEWORK: A DYNAMIC TOOL FOR WOMEN'S EMPOWERMENT

1. The Women's Equality and Empowerment Framework has been identified by the Gender and Development Section as a dynamic and creative tool to be used in its efforts to mainstream and integrate gender concerns throughout the UNICEF programming process. The framework emphasizes gender-responsive assessment, evaluation and programming.

2. The Women's Equality and Empowerment Framework argues that women's development can be viewed in terms of five levels of equality, of which empowerment is an essential element at each level. The levels are: welfare; access; awareness-raising; participation; and control.

3. The first level, welfare, addresses only the basic needs of women, without recognizing or attempting to solve the underlying structural causes, which necessitate provision of welfare services. At this point, women are merely passive beneficiaries of welfare benefits.

4. The second level, access, is essential for women to make meaningful progress. This involves equality of access to such resources as educational opportunities, land and credit. The path to empowerment is initiated when women recognize lack of access to resources as a barrier to their growth and overall well-being and take action to redress this.

5. The third level, awareness-raising, is a crucial point in the Framework. For women to take appropriate action to close gender gaps or gender inequalities, there must be recognition that their problems stem from inherent structural and institutional discrimination. They must also recognize the role that they can and often do play in reinforcing the system that restricts their growth.

6. The fourth level, participation, is the point where women take decisions equally, alongside men. To reach this level, however, mobilization is necessary. By organizing themselves and working collectively, women will be empowered to gain increased representation, which will lead to increased empowerment and ultimately greater control.

7. Control is the ultimate level of equality and empowerment. Here, there is a balance of power between men and women and neither party has dominance. At this level in the Framework, women are able to make decisions regarding their lives and the lives of their children and to play an active role in the development process. Further, the contributions of women are fully recognized and rewarded.

8. Using the Framework, development planners can determine whether a project or programme is at the welfare, access, awareness-raising, participation or control level to move women to higher levels of equality and empowerment. Currently, most project/programme profiles "fade away", i.e., gender issues are

stated as intentions but recede during implementation. As a result, projects/programmes continue to remain at the welfare or access level.

9. A training package has been produced, based on concepts of the Women's Equality and Empowerment Framework, which is designed to meet the specific needs of UNICEF programme staff and the UNICEF programme cycle.